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Civilian Personnel

Position Classification Guidance

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Position Classification Guidance

Civilian Personnel

Position Classification Guidance

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Chapter 1 Introduction

1-1. Purpose

This pamphlet provides Department of the Army position classification guidance that supplements Position Classification and Job Grading standards issued by the Office of Personnel Management. The purpose of this guidance is to ensure consistent application of OPM standards throughout the Army. Use of this guidance is discussed in AR 690-500.

1-2. References

AR 690-500 chap 511 (Classification under the General Schedule) is a required publication. (Cited in para 1-1.)

1-3. Explanation of abbreviations

Abbreviations used in this pamphlet are explained in the glossary.

Chapter 2 GS-510 Accounting Series

2-1. Purpose

This is a Department of the Army interpretive supplement to the OPM position classification standard for the GS-510 Accounting Series. The GS-510 standard is not written in a manner that affords easy application to all Department of the Army positions. The guidance in paragraphs 2-2 and 2-3 has been developed to assist in the evaluation of professional accounting positions at the direct operating level.

2-2. Grade level criteria

The evaluation guidance below applies to accounting positions at the direct operating level. A basic assumption is drawn that the installation's accounting program operates through a Finance and Accounting Office (F&AO), according to AR 37-101 for appropriated fund accounting and through a Central Accounting Office (CAO), according to AR 215-5 for nonappropriated fund accounting. The principles discussed herein will be most useful in evaluating three types of common Army accounting positions; the Installation Accountant, the Chief, Accounting Branch of the F&AO, and the Chief, CAO.

a. Items of special difficulty.

(1) *Item a, participation in management.* Crediting participation in the management of operating programs as described for item a requires that a distinction be drawn between pure accounting advice and actual participation in the management decision-making process. Providing advice on responsibilities to comply with law and Army regulations on accounting matters or discussing actions to prevent accounting violations, alone, is not sufficient to allow credit. This type of advisory service is not creditable due to the inherent accounting advisory role found in most accountant positions. However, the vital role that accounting data and analysis can play in making management decisions often provides the accountant with the opportunity (and sometimes the need) to participate in the broader management decision making process. Some indicators of creditable management participation would include: regular meetings with activity directors (for example, Director of Engineering and Housing, Director of Logistics) to advise on operating programs, including methods to improve resource utilization; active participation in Program Budget Advisory Committee (PBAC) meetings, or in Nonappropriated Fund Council meetings; involvement in year-end fund prioritization; advice to activity directors based on analysis of year-to-year expenditure data; and, advice on implementation of Government-wide programs, such as cash management, debt management, and cost minimization programs. These examples are intended to illustrate the kind of participation discussed under item a; however, positions should not be credited with that item based on matching one or more of the examples. Instead, crediting

item a must be based on a thorough analysis and conclusion that a position fully meets the intent of the criteria in the standard.

(2) *Item f, number of basic operating programs.* This guidance is tailored to the accounting structures typically found at FORSCOM and TRADOC installations. However, the principles of recognizing accounting functions and their associated automated systems may be useful in determining the appropriateness of crediting item f for GS-510 positions at other Army installations.

(a) The GS-510 standard allows for separate credit of a basic operating program when it requires a specialized and individualized accounting system and specialized accounting treatment. Since the publication of the GS-510 standard, the majority of the accounting functions performed at the direct operating level have been incorporated into automated financial management systems. These systems may be either Army-wide systems, or major command (MACOM) and installation level systems developed to perform financial processes which currently are not performed by an Army-wide system. Installation accounting functions within TRADOC and FORSCOM typically use three Army-wide accounting systems—Standard Financial System (STANFINS), Standard Army Financial Inventory Accounting and Reporting System (STARFIARS), and Nonappropriated Fund Information Standard System (NAFISS). Each of these systems requires distinct specialized accounting knowledges and treatments corresponding to the operating programs it supports. Therefore, creditable under item f as separate programs are: Consumer funds accounting (STANFINS); installation stock fund accounting (STARFIARS); nonappropriated fund accounting (NAFISS), Troop Support Agency stock fund accounting (STANFINS-BASOPS); Designated Reserve Processing Office (DREPO) accounting (STANFINS, as supported by the Annual Training, Active Duty Training Management and Accounting Subsystem (AMAS)); and Multiple Disbursing Station Symbol Number (DSSN) processing (STANFINS). The installation's accounting functions may also utilize one or more MACOM or installation level systems. These MACOM or installation level systems will not necessarily count as separate basic operating programs under item f. In order to be creditable, a MACOM or installation system must be determined to require distinct specialized accounting knowledges and treatments comparable to those required by one of the DA-wide systems mentioned above.

(b) Not all accounting positions at an installation will be involved with all systems. The classifier must determine with which system(s) a particular accountant is involved. Although this must be a case-by-case decision, the following situations are characteristic of common installation accounting positions.

1. The Installation Accountant has responsibility for the design and adaptation of local unique systems, implementation of systems developed at higher headquarters, and monitoring the automated systems which support the accounting mission. To perform these accounting functions the Installation Accountant will typically have knowledge of and involvement with STANFINS, STARFIARS, and in some cases NAFISS, as well as related financial systems (for example, the Standard Army Civilian Pay System (STARCIPS)) which have an impact on the accounting process. Additionally, the Installation Accountant may be involved with one or more of the other Army systems discussed above and/or a variety of MACOM or local automated accounting systems that are used in accomplishing specialized treatment of financial data and in performing some accounting aspects that are not presently done with an Army-wide standard financial system.

2. The Chief of the Accounting Division/Branch is responsible for the day-to-day appropriated funds accounting of the installation and for those organizations for which accounting services are performed. This will typically require knowledge of and involvement with two Army-wide accounting systems (STANFINS and STARFIARS), and also may require involvement with the other systems discussed for the Installation Accountant (excluding NAFISS).

3. The Chief of the CAO is responsible for the day-to-day accounting for the nonappropriated fund (NAF) instrumentalities serviced. Accounting transactions pertaining to NAF must be completely

independent of those pertaining to appropriated funds. This work requires knowledge of and involvement with NAFISS.

b. Size of the organization for which accounting service is provided.

(1) *Accounting services provided by the Installation Accountant and Chief, Accounting Branch.* The size of the organization for which accounting service is provided must be determined on a case-by-case basis. However, some general guidelines are provided below to assist in this decision.

(a) *Garrison strength.* The total military and civilian personnel strength authorized on an installation is always creditable. The count under this element may be derived through a review of the installation's table of distribution and allowances (TDA).

(b) *Tenant and satellite activities.* The total authorized military and civilian personnel of a tenant or satellite activity is creditable if the activity is dependent upon the host installation's F&AO for all accounting service. As an example of satellite activities not dependent on the host installation, National Guard units receive primary accounting service from their respective U.S. Property and Fiscal Offices, and therefore should not be credited.

(c) *Military in training status.* Students receiving a permanent change of station (PCS) to an installation where training is provided may be added to the population count; however, those students at the training on temporary duty (TDY) are not creditable. The reason for this determination is that PCS students are inprocessed by the installation's F&A and are treated as normal installation pay accounts requiring full accounting service. Those students at the installation on TDY remain within the jurisdiction of the parent installation F&AO that sent them TDY. A yearly average should be taken of the creditable student population to provide for seasonal fluctuations.

(d) *Reservists.* Specific F&AOs are designated to provide accounting support for Reserve units. Creditable strength for offices providing accounting support for the Operation and Maintenance, Army Reserve (OMAR) appropriation will be computed by giving full credit for civilians and Reservists in an active status. Creditable strength for those offices accounting for the Reserve Pay Army appropriation (DREPOs) will be determined by computing the full-time equivalency of the Reservists assigned to the units serviced (counting only those periods in which they are in a pay status).

(e) *Table(s) of organization and equipment (TOE) units.* The personnel assigned to tenant TOE organizations are creditable to the F&AO that provides their accounting support, even though these organizations may receive their pay and travel support from a Class B Agent, Forward Support Team, or Finance Service Company. Army field finance and accounting operations are organizationally layered to prevent the overlapping of services provided and the operation of a financial organization larger than necessary for performance of mission essential services. In order to comply with this type of structure, Class B Activities, Forward Support Teams, or Finance Services Companies may perform financial services that range from the disbursement and receipt of funds to the performance of all financial services excluding related accounting functions. However, these smaller financial units rely on the servicing F&AO to provide accounting services in their behalf. Consequently, the TOE organization should be credited in evaluating the size factor.

(2) *Accounting services provided by CAOs.* The size of the organization for which the CAO provides accounting service will be evaluated by applying the size designation criteria in the OPM standard, considering the number of NAF employees in the serviced organizations.

(3) *Size designations.* The size designations in the standard are defined in terms of the upper limit for each category. A position should be credited with a particular category only if it significantly exceeds the limit for the next lower category. In particular, credit for the Very Large category would be appropriate only if the upper limit for Large is exceeded by approximately 10,000 or more.

2-3. Specializations and titles

The appropriate specialization and title for each position must be

determined based on a detailed comparison with the introduction to the applicable part in the standard. Normally, the Installation Accountant will be classifiable as a Systems Accountant under Part IV, and the Chief, Accounting Branch will be classifiable as an Operating Accountant under Part III. The classification of the Chief, Central Accounting Office will depend on the local assignment of duties and responsibilities. In those instances where the Installation Accountant provides NAF accounting policy and systems expertise, or where the Finance and Accounting Officer significantly limits the independence of the CAO Chief, the CAO position is classifiable as an Operating Account under Part III. In the absence of such constraints, CAO positions that are determined to meet fully the intended coverage of Part VI, Accounting Officer, as discussed on pages 93-96 of the OPM standard, are classifiable as Accounting Officer.

2-4. Definitions

a. *Class B activity.* A unit that receives and disburses funds based on authorization from a F&AO. Class B activities are typically established to perform services for units that are physically located away from the main F&AO as well as taking care of a large volume of transactions that cannot be handled at the main office.

b. *Finance service company.* A small finance unit assigned to a tactical or mobile unit to provide basic financial assistance. All accounting work is performed by the host F&AO at the installation to which the deployable unit is assigned.

c. *Forward support team.* A unit which provides limited financial services to a small installation or activity. The processing of paperwork generated is usually performed at the parent F&AO.

d. *Installation system.* An automated system designed and implemented at an installation to accomplish management requirements unique to the installation.

e. *MACOM system.* An automated system which supplements a major automated system which does not provide the individualized aspects required by an installation or MACOM.

f. *Nonappropriated Fund Information Standard System (NAFISS).* A uniform automated accounting and reporting system for all non-appropriated funds serviced by the CAO.

g. *Satellite.* A unit or activity which is not a tenant, but which is dependent upon a designated installation for specified support, either as assigned by higher authority or through a mutually developed written support agreement.

h. *Standard Army Civilian Pay System (STARCIPS).* The Army's standard system for civilian pay and leave accounting.

i. *Standard Army Financial Inventory Accounting and Reporting System (STARFIARS).* The Army's standard accounting system for processing supply and related financial transactions for retail level inventories.

j. *Standard Financial System (STANFINS).* A standard Army management information system used as a primary accounting system at the installation level for appropriated fund accounting reports.

2-5. References for GS-510 Accounting Series

a. AR 37-101, Organization and Functions of Finance and Accounting Offices, provides organizational definitions, identifying typical functions associated with a specific type of financial activity. AR 37-101 refers to finance services for mobile and tactical units.

b. AR 37-103, Finance and Accounting for Installation Disbursing Operations, discusses responsibilities associated with financial activities that perform disbursing functions relying on another activity to perform the related accounting functions.

c. AR 140-40, Army Reserve Logistics Policies for Support, identifies responsibilities that host installations have in support of Reservists and Reserve activities.

d. AR 215-5, Nonappropriated Fund Accounting Policy and Reporting Procedures, provides an explanation of NAF accounting policy and procedures and operation of a Central Accounting Office.

Chapter 3

GS-560 Budget Analysis Series

3-1. Purpose

This chapter provides interpretive guidance on application of the OPM GS-560 series standard to Army positions, along with two benchmark job descriptions.

a. Each position must be carefully analyzed and evaluated and a particular factor level may be credited only if it fully meets the overall intent of the level. For example, factor levels 1-7, can be assigned at an organizational echelon lower or outside the Budget Office, as well as in the Budget Office. While budget analysts in both organizations are dealing with the same funds in many instances, it is from different perspectives and purposes. The work performed from these different perspectives may well require the same or similar level knowledges.

b. For purposes of applying the GS-560 standard within Army, Comptroller of the Army has defined a "national program" as "a line item having separate visibility in the budget of the United States Government or the supporting budget justification books submitted to Congress." Under this definition, each MACOM HQ and some installations will have national program responsibility. When relating this definition to GS-560 jobs, a general guide should be that the incumbent of a position must have significant impact on or responsibility for approximately one-half of the budget line item or sixty and one-half million dollars (\$60.5 million) of the budget line item, whichever is less.

3-2. Factor 1—Knowledge required by the position

Factor level 1-8 describes budgetary responsibilities for substantive national programs and services. In the DA, the potential for a Budget Analyst to function at this expert level on substantive programs is evident at HQDA, MACOMs, and major components of large and complex MACOMs, e.g., AMC subcommands, Corps Divisions, and V & VII Corps in USAREUR. Budget Officers with national program responsibility i.e., "significant impact on a line item having separate visibility in the budget of the U.S. or the supporting budget justification books submitted to Congress" may be credited with factor level 1-8 if their overall responsibilities equate to this level. Budget Officers at TRADOC and FORSCOM installations having the combination of responsibilities depicted in the benchmark position description may be credited with factor level 1-8. Installations will not credit factor level 1-8 for Budget Officers without prior approval of MACOM HQ.

3-3. Factor 2—Supervisory controls

Factor level 2-5 recognizes independent performance of work under broad administrative direction. Results of work are considered as technically authoritative and normally accepted without significant

change. This kind and level of supervisory control is typically exercised over the work of an employee who is responsible for, and expert in, all phases and methods of budgeting for substantive national programs.

3-4. Factor 3—Guidelines

a. Factor level 3-4 involves the need for developing new guidelines or adapting existing ones to meet budget situations of broad scope which are not specifically or clearly covered by available guidance. This level may apply at MACOM and subcommand headquarters, and at installations with substantive national programs. It may be recognized at the large installations which meet criteria for assignments of factor level 1-8 for Budget Officers. Consultation with MACOM HQ may be appropriate before assignment of this factor level.

b. Factor level 3-5 reflects responsibility for functioning as a recognized technical authority on the development and interpretation of budgetary guidelines, policies, legislation and regulations covering substantive national programs. Guidelines are nonspecific and require a high level of expertise in interpreting available guidance and developing policies. This level clearly applies to HQDA and for officers at MACOM HQ who have to interpret nonspecific guidelines and develop policies.

3-5. Factor 4—Complexity

a. Factor level 4-5 involves a level of difficulty and complexity normally associated with a program of the size and scope found at MACOM and subcommand level. Budget Officer positions meeting factor level 1-8 criteria may be credited with factor level 4-5 expertise if they meet criteria in the OPM standard and the HQDA benchmark (fig 3-1).

b. Factor level 4-6 involves a level of complexity and responsibility which would be normally found only at HQDA or MACOM HQ.

3-6. Benchmark job descriptions

The following are two benchmark job descriptions that reflect credit for key factor levels that have caused difficulty in the application of the GS-560 standard.

a. Budget Officer job at an installation with significant responsibility for substantive national programs (fig 3-1). The Position Evaluation Statement and supporting rationale are shown at figure 3-2.

b. Budget Analyst job with a high degree of involvement in budgeting for Research, Development, Test, and Evaluation for highly complex weapon systems (fig 3-3). The Position Evaluation Statement is at figure 3-4.

MAJOR DUTIES

1. Serves as Budget Officer and Chief, Program Budget Division for a major CONUS installation. Is responsible for the total budget program in Army's decentralized system that supports a substantial population of military, military dependents, and civilian employees. Major activities include (1) an Army Service School or an Army Training Center, plus large FORSCOM units, an R&D activity, and several other tenants which may include a sub-installation; or (2) an Army Division along with several other tenant organizations. Provides budgetary technical leadership for major activity directors and activities with budget reporting responsibilities. Administers a complex annual budget of direct and reimbursable funds involving separate appropriations and/or revolving funds which are received from several Army major commands.

a. Budget Administration. Administers the installations's overall budgetary management system. Emphasizes and explains budget limitations, program requirements, and directives. Defines areas of responsibility for the staff. Directs attention to actual or potential funding problems and recommends policy for solving them. Maintains frequent contact with members of the general, administrative, special, and technical staffs. Chairs the working Program Budget Advisory Committee and serves as principal technical advisor to the Senior PBAC.

b. Budget Planning. Provides budgetary and technical leadership for the development of cost estimates associated with long range multi-year studies. These studies include stationing decisions for large troop units, realignments of the Army training base, reviews of contract versus in-house performance, and the fielding, operating, and support of new weapons systems and major items of equipment in the installation inventory.

c. Budget Formulation. Analyzes program and budget guidance and instructions from higher headquarters to determine impact on installation operations. Provides guidance, direction, and control to all organizational elements and subordinate echelons on all phases of budget formulation. Develops local schedules to meet time-phased requirements and furnishes formats for preparation of estimates. Analyzes data for reasonableness and consistency of estimates, adequacy of justification and compliance with prescribed laws, policies, and regulations. Prepares Commander's narrative statement for all budget submissions to higher headquarters.

d. Budget Execution. Assisted by the major activity directors and activity directors, prepares the installation execution plan. Helps program directors in relating their objectives to funds available. Analyzes trends in fund utilization, and prepares periodic installation cost and performance reports to compare actuals with forecasts. Recommends major reprogramming of funds to the Comptroller/DRM, PBAC, and commander to insure that balance is maintained among major installation activities and that resources are used in the most efficient manner.

Figure 3-1. Budget Officer, GM-560-13

e.Fund Control. Receives, distributes, and administers all funds issued to the Commander, to include annual funding program, allotments, allowances, obligation authorities, reimbursables, and other fund instruments. Issues cost ceilings to program and activity directors. Establishes financial management procedures for continual review and surveillance of fund subdivisions and limitations to minimize occurrences of RS 3679 violations.

f.Budget Presentation. Prepares and presents budgetary briefings to the Comptroller/DRM, the Senior PBAC, and the Commander, as required. Represents the command at budget reviews and hearings at higher echelons. Presents the command's position and defends budget requirements to visiting dignitaries and budget examiners.

2.Personnel Management. Distributes work, provides technical guidance and reviews completed assignments of subordinate staff. Initiates personnel actions for recruiting, selecting, training, promoting, commending and disciplining employees. Reviews and certifies job descriptions. Develops performance standards and prepares performance appraisals. Schedules and approves leave of subordinates. Performs other personnel and administrative tasks inherent in the supervisor's role.

Factor 1 - Knowledge Required by the Position - Level 1-8 - 1550 Points

Requires mastery of the concepts, principles, and practices of the planning, programing, and budgeting system (PPBS), which is the process by which budgets are developed and presented throughout the Army and DOD. Also requires comprehensive knowledge and understanding of how Congressional decisions are implemented in the Army chain of command, and the laws and regulations pertaining to budgeting and fund control. Must be able to relate the organization's budget to those of other commands, agencies, or state and local governments, particularly with respect to the reimbursable program.

Incumbent has significant impact on, or the responsibility for, approximately one half of an Army substantive national program, or approximately \$50M (1982 dollars) of the program. This responsibility entails formulation, justification, and execution of the budget, which includes a recognizable segment of the national program. The incumbent serves as the authoritative source of advice and guidance to the Commanding General on the Federal Budget Process, and ties together the budgetary work of program and activity directors, subject-matter experts and technical staff, and subordinate budget analysts. Must be familiar with a variety of budgetary and analysis techniques, to include cost-benefit analysis, program-evaluation review technique, and management by objectives.

Incumbent uses this level of knowledge to analyze and consolidate budget estimates from subordinate components and echelons into a balanced, multi-year program document. Must be able to recommend changes in the basic budget to account for program and policy changes directed by Congress, OMB, or the Defense hierarchy. Applies knowledge to develop controls for acquisition and distribution of approved operating budgets and allotments of funds. Monitors the expenditure of funds in comparison to the installation plan to insure that priority missions are accomplished in the most efficient manner.

Figure 3-1. Budget Officer, GM-560-13—Continued

Factor 2 - Supervisory Controls - Level 2-5 - 650 points

The Director, Resource Management or Comptroller provides broad administrative direction on complex policy matters involving modification of program goals or objectives. Incumbent is assigned responsibility on a continuing long-range basis, and proceeds with a high degree of independence in performing budget administration, formulation, and execution. Performance is evaluated through effectiveness in meeting program objectives, approval of plans and recommendations by top management, and the overall effectiveness and efficiency of budget operations at the installation.

Factor 3 - Guidelines - Level 3-4 - 450 Points

Guidelines regularly used include: broad budgetary guidance such as circulars, directives, and regulations issued by OMB, and the follow-on DOD/DA/MACOM regulations that implement these requirements; DA and MACOM regulations detailing the operation of the program and budget system; departmental regulations or principles of obligations and expenditures and control of appropriated funds; Congressional legislation or committee reports outlining intent of Congress with respect to applicable national programs; other DA, MACOM, and local publications such as mission and function statements, program goals and objectives, staffing guides, organization charts, and accounting and reporting requirements.

Incumbent uses a high degree of judgment, knowledge, and discretion in interpreting the large, complex body of OMB, Departmental and MACOM policies and regulations, and applying applicable portions to the development of local policies and procedures for use by program managers at subordinate organizational levels. Examples of guidelines developed include policies on redistribution of funds, resolution of conflicts between existing guides, procedures for special budget reports, etc.

The broad scope and generality in program and budget guidance received from DA and MACOM result from the DA policy of decentralized fund control, and require Budget Officer to interpret and develop additional guidance for resource management.

Incumbent uses initiative to find and implement new and improved methods of budgeting within the general outline of concepts and methods provided by guidelines.

Factor 4 - Complexity - 4-5 - 325 Points

Employee selects and uses a wide variety of analytical techniques in the formulation, justification, and execution of multi-year budgets. These techniques include planning, program budgeting (PPB), management by objectives, and program evaluation and review technique (PERT).

Responsibilities include having significant impact on a national program budgeting for at least one-half of any Army national program or approximately \$50M (1982 dollars) of the national program. Task is complicated by the fact that funds for these programs are contained in

Figure 3-1. Budget Officer, GM-560-13—Continued

numerous elements of expense and line item accounts in different appropriations received from different funding sources. Work involves revising, analyzing, consolidating, and reviewing estimates and supporting documentation submitted by major activity directors, program directors, and subordinate echelons, and advising officials of necessary budget actions to be taken. Work also involves adapting budgetary policies and procedures from several MACOM for use by program directors and subordinate echelons in formulating and executing budgets.

Difficulty is encountered in determining what budget action to take and when to take it due to changing program objectives, and the necessity to revise implementation plans based on these objectives. Examples include changes in fund requirements resulting from significant increases or decreases to program training loads/schedules, acceleration or delay in the fielding of weapons systems which requires major revisions in the program for operating and supporting the system, addition of new mission taskings or new training courses in the school or Army Training Center or changes in contingency plans for which there is no experience data on which to base estimates, or major base realignments dictated by executive policy or Congressional legislation. Additional difficulty is encountered during periods when budget authority is constrained due to absence of appropriations, and operations are conducted under continuing resolution authority. Devises crash programs in extremely short time frames to continue minimum essential operations. Difficulty is also encountered when budget authority is reduced for reasons unrelated to programmed workload or services furnished, requiring the incumbent to devise methods for continuing operations and services at lower fund levels.

Work is characterized by tight deadlines, some of which are unpredictable due to changes in budget schedules, supported programs or fund availability, and by short-notice requests for information to satisfy MACOM, DA, OSD, or Congressional queries.

Factor 5 - Scope and Effect - Level 5-4 - 225 Points

The purpose of the work is to provide expert analysis, advice, and assistance to program managers and administrators concerning the acquisition and use of appropriated funds. Controls the timing of obligations and expenditures of funds in approved budgets, and makes recommendations to improve utilization of funds which will result in cost savings and effective accomplishment of mission and program objectives. Makes recommendations and determinations as to levels of support provided various tenant activities.

Develops funding forecasts and estimates needed to support those national and substantive programs for which responsible and prepares narrative justification to defend budget requests at MACOM, DA, and OSD levels. Work affects the Army Budget Estimate submitted to Congress.

The expenditure of funds budgeted at the installation has a marked impact on the economy of the surrounding area because of the large volume of procurement, both materiel and services, conducted and the high dollar value of the

Figure 3-1. Budget Officer, GM-560-13—Continued

payrolls for civilian employees and military personnel residing nearby. As the principal budget expert at the installation, the incumbent has a direct influence on budget estimates and cost comparisons developed for stationing studies, base realignment, and in-house vs contract conversion reviews, any of which may have significant impact on the local workforce and the economy of the surrounding community.

Factor 6 - Personal Contacts - Level 6-3 - 60 Points

Meets on a regular basis with budget and program managers of the general and special staff. Meets periodically during the year in formal briefings with the Commanding General and the Senior Program Budget Advisory Committee. Has regular telephone contact and occasional face-to-face meetings with budget representatives from the Army MACOM, with other installation budget officers, and with budget personnel from various tenant and support activities.

Is called upon to present formal budget briefings to visiting dignitaries such as Army staff budget analysts, OSD/OMB budget examiners, or Congressional staffers. Formal and informal meetings are also held with representatives of GAO, Defense, and Army Audit Agencies during conduct of official audits of budget operations.

Factor 7 - Purpose of Contacts - Level 7-3 - 120 Points

Contacts with the general and special staff are for the purpose of reaching consensus or decision on the key elements of major budget submissions and reviews, such as the tone and content of the Commanding General's narrative statement, reprogramming actions, and the priorities established for both financed and unfinanced operations. Persuasion and negotiation are often necessary due to the need for establishing a balanced funding program at the installation in the presence of conflicting budgetary and program objectives. Explains to top installation managers the direction and thrust of major funding decisions made by Congress, OMB and the Defense hierarchy. Contacts with MACOM budget officials are for the purpose of presenting, explaining, and justifying budget requests, unfinanced requirements arising out of new missions, differences between programmed and actual figures. Contacts with visiting dignitaries are for the purpose of explaining the interrelationship of funds and budgetary requirements with the missions and programs conducted by the installation, and to point out where fund shortfalls may have detrimental impacts on the accomplishment of national and substantive programs.

Factor 8 - Physical Demands - Level 8-1 - 5 Points

Work is performed while seated at a desk, worktable, or conference table. A moderate amount of standing and walking is required to get to and from meetings. There is an occasional requirement to carry light books, paper, or machine print-outs to meetings or conferences. During periods of peak budget activity, overtime is usually required.

Figure 3-1. Budget Officer, GM-560-13—Continued

Factor 9 - Work Environment - Level 9-1 - 5 Points

Work is performed in a properly lighted, ventilated, and temperature-controlled office. There are no unusual risks or discomforts.

TOTAL POINTS: 3390

Figure 3-1. Budget Officer, GM-560-13 -- Continued

Factor Evaluation System

POSITION EVALUATION STATEMENT

Title, Series, and Grade Budget Officer, GM-560-13

Reference PCS, GS-560, Jul 81

Evaluation Factors	Points Assigned	Standard Used (Bak #, FLD, ect)	Comments
1. Knowledge Required By The Position	1550	FLD 1-8	
2. Supervisory Controls	650	FLD 2-5	
3. Guidelines	450	FLD 3-4	See Note 2
4. Complexity	325	FLD 4-5	See Note 3
5. Scope and Effect	225	FLD 5-4	See Note 4
6. Personal Contacts	60	FLD 6-3	
7. Purpose of Contacts	120	FLD 7-3	
8. Physical Demands	5	FLD 8-1	
9. Work Environment	5	FLD 9-1	
SUMMARY Total Points	3390		
Grade Conversion	GS-13		

Figure 3-2. DA Evaluation Statement

Notes:1. The following rationales were developed for FORSCOM positions.

2. LEVEL 3-4 EVALUATION RATIONALE

a. The level of work in the subject duty is equal to level 3-4 of the standard. The guidelines of the work example involving a Division/ Installation include many of the same guidelines as in the standard such as Comptroller General Decisions, OMB Directives as well as DA and MACOM regulations. Even with MACOM & DA regulations, the Division/ Installation has broad latitude in budget formulation and execution. The HQDA policy regarding the budget process is to decentralize responsibility and authority. The higher headquarters levels do not provide guidance concerning how unfinanced requirements or decrement list contents are to be justified or which items are to be decremented or unfinanced. Methods of how these are to be analyzed, determined and justified are determined by Division/Installation Budget personnel. Higher headquarters guidance usually only specifies the format and minimum percentage to be documented. Even the method of formulating the budget requirements is not specified.

b. The Division/Installation posts exercise the prerogative of moving funds between lines in the Budget which have separate visibility in the supporting budget justification books submitted to Congress (Base Operations to/from Mission), between accounts and/or subaccounts and between elements of expense. The Division/Installation also revise their reimbursement program and supply/civilian pay programs as the need arises. These transfers are often substantial in nature and occur frequently throughout the year. Policies, procedures, analytical and approved techniques to determine when these moves are to be made are determined and revised frequently. Budget presentation timing, scope, contents and methods at the Division/Installation levels are locally determined. Alternative approaches to providing Quality of Life support to personnel are analyzed and identified by the Budget Officer. Procedures for doing this are locally developed. Complex accounting system for New Tactical Systems is to be locally developed at Division/Installations. This is equal to the standard where guidelines for performing the work are scarce or of limited use, and where the employee uses initiative and resourcefulness in researching and implementing new and improved methods and procedures for use in the employing organization. The duties of this factor are equal to Level 3-4 criteria of the standard in terms of guidelines.

3. LEVEL 4-5 - EVALUATION RATIONALE

a. The Budget Officer at division level installations meets or exceeds all the requirements of Level 4-5 due to the budget for a national program i.e., significant impact on a line item having separate visibility in the supporting budget justification books submitted to Congress, and multiplicity of programs and appropriations which he administers; the magnitude of resources involved in those programs; the changing nature of the programs; the complexity of the programs and their interrelationship with one another; and the impact the execution of these programs has on other Commands, MACOM's, services, agencies and the economic environment of the public sector (surrounding community). As the senior installation

Figure 3-2. DA Evaluation Statement—Continued

advisor on financial programs and their administration/execution, the recommendations, policies and procedures developed and implemented by the Budget Officer have a profound impact on how substantive budget programs are utilized and the capability of the command to accomplish assigned missions within available resources. The Budget Officer tenders advice on resource management to the highest level of command at the installation, lateral staff directorates and subordinate activities. The difficulty involved in managing the various programs/appropriations over which the budget officer has stewardship is not always proportionately related to the amount of money involved. Often the smaller programs present more management problems due to the limited reprogramming flexibility. In these instances, recommendations must be clear, well conceived, and in compliance with regulatory guidance or the result could be not only poor utilization or failure to accomplish a mission but a violation of public law. In developing recommendations the use of a multitude of analytical techniques is required. The Budget Officer must not only know how to employ these techniques himself but must also be able to convey them to his staff and explain them in understandable terms to the command structure. This is an essential part of selling recommendations to the command group and in establishing their confidence in the products developed by the budget office.

b. The level of work in the subject duty is equal to the criteria at Level 4-5 in the major areas of the standard, e.g., the incumbent has to adapt budget policies, analytical methods, and regulatory procedures for use by program directors, Division commanders and tenant activities. This is equal in complexity to that reflected in the standard relating to subordinate echelons, installations, and field offices, particularly when considering the nature and variety of funds, differing organizational responsibilities, and different chains of command involved with the budget process.

c. The techniques and methods utilized in this position are similar to those in the standard. The multi-year (3yr and 5yr) program responsibility request in the subject position dealing with several appropriations, allotment, revenue, and reimbursable programs (e.g., OMA, RPMA, Installation/Division maintenance, supply and civilian pay program, and MCA, RDTE, and OPA) are equal to the standard in that work requires planning and analysis for attainment of multi-year budgetary objectives and plans which deal with long range goals and objectives of the organization. The subject position deals with several appropriations, allotments, revenues, and reimbursable programs. Also the subject position involves reprogramming between mission BASOPS (-), and RPMA; between elements of expense and between accounts. Long range goals and objectives of the division/installation are often in conflict with multi-year budget allocations, with full accomplishment of training plans to reach desired readiness levels; adequate facilities for assigned mission full ASL, PLL, and war reserve stockage. This is equal to the Level 4-5 of the standard where recommendations concerning the acquisition, use, or availability of funds for program purposes are based upon detailed analysis and consideration of program requirements in relation to budgetary requirements, policies and methods, and sources and types of funding (e.g., appropriation allotments, apportionments, revenues and reimbursements to working capital funds, and reprogramming of funds which require prior approval of the agency or fund granting and distributing organization).

Figure 3-2. DA Evaluation Statement—Continued

d. The work also requires identifying, quantifying, and evaluating the mutual effects and interrelationships between program goals and accomplishments and budgetary resources and policies. Work of this level requires planning and analysis for attainment of multi-year budgetary objectives and plans which are often inadequate to support long range goals and objectives of the organization. The duties of the factor are equal to the level 4-5 criteria of the standard in terms of being equal in complexity.

4. LEVEL 5-4 - EVALUATION RATIONALE

a. The work of the Budget Officer meets or exceeds the requirements at level 5-4 of the standard in terms of scope and effect. The work of the incumbent deals with long range detailed budget forecasts involving a line item having separate visibility in the supporting budget justification books submitted to Congress. This is equal to the scope depicted in the standard which indicates "...formulate and/or monitor the execution of long range (e.g., 3 to 5 yrs.) budget for each and plans to fund the implementation of substantive program and projects of the employing component..." The work of the position involving the Budget Program for the Division/Installation in all mission activities short and long range is equal in scope to the "substantive program or project" referred to in Level 5-4 of the standard.

b. Also, other aspects of the work of the position compare favorably to the level 5-4; for example, the requirement for time phased plans for all accounts and activities with consideration of training levels, war reserve stocks, involving analysis of cost versus benefits, trends in obligation and expenditure rates, are equal to that of budget execution described at Level 5-4 in the standard which indicates that budget execution involves planning for the timely acquisition and use of funds through time phased allotments and transfers of funds.

c. The programs and projects budgeted for in conjunction with the division/installation cut across component lines and involve other Army divisions, other brigades, other Army tenant activities representing major subordinate commands (e.g., ISC, TRADOC) other DOD components e.g., Air Force, Marines and public agencies e.g., Health and Human Services, Federal Emergency Management Agency. This is equal to that characterization in the standard indicating that program and projects budgeted for typically cut across component lines within the employing agency...". Based on the overall scope and effect of the position, and considering the scope and effect depicted in the standard at Level 5-4, it is concluded that the position is equal to Level 5-4.

Figure 3-2. DA Evaluation Statement—Continued

MAJOR DUTIES

Serves as Budget Analyst with staff responsibility for planning, coordinating, consolidating, evaluating, and controlling the program and budget execution for the prior, current, and budget year Research, Development, Test, and Evaluation (RDT&E) programs for the research and development of highly complex and cost weapons systems. Incumbent is also involved in the formulation, planning, and presentation function for budget/apportionment data for the budget year. In addition, incumbent is also responsible for accomplishing assigned portions of the program budget effort associated with the subcommand RDT&E Army Management Headquarters Activities (AMHA), and related Base Operations Projects. The AMHA represents a special type of funding account which is used for payment of headquarters type people (e.g., Comptroller), engaged in a variety of functions. This effort includes formulation for the Five-Year Defense Program (FYDP), for assigned RDT&E projects. These formulation and execution functions are complex in nature and scope as the effort involves interface with various DOD, DA, AMC, and subcommand organizations. The incumbent is responsible for a major segment of the subcommand total RDT&E budget which includes a minimum of two operating programs in various areas of development such as research, exploratory development, advanced development and engineering development.

1. Develops, interprets, coordinates, and disseminates policy (including Congressional policy, i.e., Continuing Resolution Authority - CRA) guidance and procedures for RDT&E Program Budget formulation and execution. Participates in the development of programming, budgeting, funding, and work ordering policies and instructions to other commands, installations, and agencies, including interpretation of funding policies in meeting non-recurring situations and arriving at solutions to difficult funding problems.

a. Formulates the Five-Year Defense Program (FYDP) for the subcommand RDT&E Headquarters Activity (AMHA), and related base operations RDT&E project, including developing manpower requirements and associated costs (personnel travel, supplies, equipment contractual services, utilities, etc.) required to support total RDT&E programs for next 5 years.

b. Interprets and provides to program managers specific guidance relating to compliance with the RDT&E Incremental Programming Policy, a Congressional policy of programming, budgeting, funding, and contracting for an RDT&E program on a year-by-year basis, rather than applying the full-funding concept or budgeting for the total cost of completion at the time a program is initially authorized.

c. Maintains control over the receipt and issue of program authority and funds on a timely basis in a manner that preclude over-distribution and assures compliance with Revised Statutes Section 3679 as amended (31 US Code 665). Assures prompt funding actions necessary to prevent delays in vital programs. Reviews and analyzes cost accumulations versus approved budget

Figure 3-3. Budget Analyst, GS-560-12

estimates and monthly cost and obligation reports. Initiates and follows up on actions to secure adequate funds from higher headquarters. Reviews actions and analyzes status reports, authorized program authority, command funds received and issued, funds obligated and other control data or documents with the objective of identifying potential problems before the situation becomes critical and maintaining maximum effectiveness in providing and managing resources for assigned programs.

2. Prepares instructions and advises managers on the preparation of detailed budget estimates, justification statement, and budget execution plans for substantive RDT&E programs. Compiles cost figures (e.g., program cost targets and cost activity) to be used in forecasting funding needs and monitors the rates of obligation and expenditure of funds in the annual budget. Completes a variety of related budgetary forms, documents and reports required in connection with budget program. Provides advice and recommendations to program managers and staff officials on matters such as the distribution of allotments to program managers and availability of budgetary funds for program purpose. Anticipates program authority and funding deficits or excesses and provides appropriate recommendations for future utilization. Prepares such analyses for presentation to the Comptroller, Commander and staff, and to higher echelons as required. Works closely with Procurement & Production, Project/Product Managers, Directorate and Laboratory Managers to develop and present to the Comptroller, Budget Officer, and the Command Group, forecasts of obligations for contract and in-house performance.

a. Assesses contract "over-runs" and "underruns" and obtains additional program authority and funds if needed or takes other appropriate action. Works with procurement personnel to "close-out" old contracts and recover unexpended funds.

b. Performs reprogramming actions on a continuous basis which change performance schedules, dollar requirements, but do not impact total budget execution. Coordinates, prepares and submits case work with subcommand recommendations for reprogramming decisions where the impact on the operating program is substantial.

3. Develops, coordinates, and monitors all ADP requirements (i.e., program inputs and outputs), relating to RDT&E program/budget activities. This responsibility encompasses six or more separate ADP applications involving the RDT&E appropriation and interfacing with the Army Industrial Fund (AIF) appropriation. May serve as a representative to an AMC headquarters "workgroup" formed to develop and monitor the AMC RDT&E Management Information System". Inputs program/budget data into ADP system for assigned organizations to meet various reporting requirements, verifies output, and reconciles discrepancies, as required. Utilizes these systems to monitor the status of operating programs.

4. Reviews, and transmits to serviced organizations program budget guidance, fiscal and budgetary policies and guidelines established by higher echelons relative to budget formulation support material. Analyzes difficulties

Figure 3-3. Budget Analyst, GS-560-12—Continued

encountered in budget development and provides guidance to the various activities. Assesses contractor funding levels and performance periods relative to Congressional and administrative restrictions on the use of appropriated funds. Reviews and develops recommendations on requests of operating officials for waiver of , or deviation from the RDT&E Incremental Programming and Funding Policy instituted by Congress. In connection with budget year activity, maintains concurrency with respect to planned execution and forecasts of obligation and performance and reacts to AMC's requests for revised plans, furnishes necessary budget apportionment data, and approves advance procurement actions, prior to receipt of program authority. Reviews and analyzes estimates submitted for completeness and adherence to budget guidance. Analyzes and validates in-house and contractual forecasts against appropriations limitation. Prepares, analyzes, and consolidates budget estimates, reviews budget narrative comparing budget estimates with previous submissions and with prior budget years.

Performs other duties as assigned.

Factor 1 - Knowledge Required by the Position - Level 1-7 - 1250 Points

In-depth knowledge of the RDT&E appropriation application and general knowledge of other appropriations (OMA, Procurement, etc.), and the method of integration with the AIF to provide the proper interface in the diverse functional areas of the subcommand, i.e., procurement and production, product assurance, Research and Development Laboratories and program/project managers.

Knowledge of Congressional (e.g., CRA), OMB, DOD, and DA budget processes, procedures and requirements concerning formulation, justification, and monitoring of the execution of assigned portions of subcommand's total RDT&E budget to advise program/project managers on budgetary alternatives affecting administration, staffing, research and development or subcommand managed programs.

Skill in identifying and analyzing priority (cost and readiness benefits) relationships between the RDT&E budget and subcommands managed weapons programs (e.g., staffing plan, travel, overtime, salaries, contractual costs and related expenses), to support and develop multi-year budget plans and forecasts.

Skill in developing and presenting written and oral strategies for presenting the RDT&E budget covering alternative courses of budgetary and administrative action to the Commander and program/project managers at subcommand to secure acceptance of desired program budget requests and plans.

Knowledge of current trends and plans in ADP capability and utilization and ability to convey to Computer Programmers, Computer Systems Analysts, and

Figure 3-3. Budget Analyst, GS-560-12—Continued

System Accountants, the necessary detailed program/data requirements to insure that all data generated is required by management personnel at the local level or higher authority level.

Factor 2 - Supervisory Controls - Level 2-4 - 450 Points

Supervisor makes general work assignments and outlines general policies and operational guidelines. Employee independently determines work methods and tactics and completes all phases of work assignments except those involving an unprecedented course of action or commitments beyond previously defined limits requiring the supervisor's prior approval. Supervisor reviews work for effectiveness and compliance with overall policy guidance.

Factor 3 - Guidelines - Level 3-4 - 450 Points

Guidance is available in the form of Congressional legislation, reports on Congressional hearings, appropriations language in approved budget, the Budget Reform and Impoundment Control Act, OSD directives, regulations covering major aspects of budget formulation and execution, and Comptroller General Decisions. Incumbent must interpret Congressional guidance pertaining to the Continuing Resolution Authority (CRA), which is utilized to provide input into the formulation of a subcommand position concerning CRA; DOD, DA and AMC, policies, regulations, precedents, and issuances are also utilized. These are not always applicable to specific situations encountered. The RDTE appropriation is made up of 4-500 programs, systems and projects, most of which are unique in nature. In many instances specific research and development efforts have limited or no relationship to other ongoing efforts; while other projects have extensive interrelationships throughout the government, with universities and colleges and with private concerns. Within the Army, RDTE efforts are conducted in eight separate R&D developing agencies subordinate to HQDA.

The RDTE major subordinate command (MSC) structure of AMC (one of the eight R&D developing agencies) reflects this uniqueness. Each MSC is substantially different from the others in terms of mission, organization and methods of doing business (e.g., some are appropriated fund operations whereas other are industrial fund operations); and many have far flung subordinate support elements. Every effort is made to preclude unnecessary duplication of effort, e.g., most of the Army laboratories are "one-of-a-kind" facilities in the "Free World". (In comparison O&M funded commands can be broadly characterized as having similar, stable continuing activities.)

In view of the above, RDTE policy and procedural guidelines issued by HQDA and AMC are generally very broad in nature providing a general outline of the concepts, methods and goals of budgeting to be followed. This method of doing business is essential to allow each MSC wide latitude in prescribing policies and procedures tailored to fulfilling its unique missions and responsibilities in the most effective and financially responsible manner.

Figure 3-3. Budget Analyst, GS-560-12—Continued

The incumbent uses initiative and resourcefulness in determining from broad budgetary guidance the proper course to be taken in budget and program management. In addition, the analyst must exercise a great deal of judgment and discretion and have broad latitude in interpreting and applying guidelines, MSC-wide.

Factor 4 - Complexity - Level 4-5 - 325 Points

Assignments involve formulating, developing, and presenting budget estimates in support of multi-year operating program goals, and analyzing and revising annual budget estimates in accordance with program and legislative changes. The work involves budgeting for and making recommendations concerning the acquisition, obligation, and expenditure of funds for program management purposes. Performance in the phases of budget formulation, presentation, and execution requires analysis and consideration of a wide range of budget and program factors (e.g., laws, regulations, policies, program development and priority, conflicting information about program objectives and accomplishments, workload, fund availability, and short deadlines). All actions are funded through both direct and reimbursable appropriation; there are many different weapon system and related programs to be considered in forecasting and determining funding needs, and in allocating and reprogramming funds among managed programs, of which practically all are separately and distinctly identified (DOD program element) in the President's Budget considered by the Congress. During this timeframe, extreme uncertainty and difficulty are encountered due to changes being made by the Congressional authorization and appropriation processes. These changes necessitate changing program objectives, plans, and funding requirements. Additionally, considerable difficulty is encountered during the first, and sometimes second, quarters of each fiscal year in executing RDT&E programs. This difficulty is caused by operating under Continuing Resolution Authority (CRA) issued by the Congress which authorizes operating and obligating funds, in most cases, on a minimum essential basis, pending final passage of the DOD Appropriation Act.

Much difficulty is also encountered during the budget formulation and execution phases of RDT&E Army Management Headquarters Activity (AMHA), and related Base Operations projects. Requirement for AMHA are governed by DOD Directive 5100.73. Financial requirements for this program are determined primarily by the ratio of RDT&E population to the total population applied to the Management Headquarters population. Due to frequent fluctuations in personnel strength (both authorized and on-board), throughout the command, continuous review and up-date of this program is mandatory to determine and effect changes to the requirements, not only during the budget execution phase, but also during the up-date cycle of the budget formulation and the Five-Year Defense Program (FYDP).

Difficulty is encountered in identifying, analyzing, and quantifying program and budgetary relationships in term of dollar costs and benefits. The employee must evaluate a wide variety of conflicting narrative and statistical data furnished by program managers in support of budget estimates and requested allocations. Additional difficulty is experienced in interpreting

Figure 3-3. Budget Analyst, GS-560-12—Continued

and analyzing the effects of changes in methods of budget formulation and execution promulgated by OMB, changes in legislation, results of Congressional authorization and appropriation hearings, changes in Federal employee benefits, and variations in subcommand's workload affected by RDT&E budget.

Factor 5 - Scope and Effect - Level 5-4 - 225 Points

The budget analyst is responsible for long range budget and program management of substantive national programs involving much more than applying standardized, widely accepted, specific budgetary regulations, rules, practices, etc.

These major national substantive programs cover development of complete weapon systems over a several year period (which involves obtaining technical support from other Army, DOD, and other Federal agencies); or provide components to be incorporated into major weapon systems managed by another Army agency, other services, etc. In either event, it is necessary to tie in subcommand technical operations to larger efforts. This requires considerable attention be given to assuring that all facets of budget and resource management (e.g., goals, milestones, financial and manpower resource levels) of multi-year efforts be closely managed, coordinated and adjusted (in a timely manner) within the command and with budgets, programs and interests outside the command when pertinent.

The analyst works with all interested internal and external agencies involved in establishment of long range budget and program plans; justifying and obtaining resources; allocating resources and adjusting distributions as execution circumstances warrant; negotiating financing arrangements with a variety of appropriated and industrially funded activities within DOD and with external agencies; and resolving program implementation conflicts which arise.

Factor 6 - Personal Contacts - Level 6-2 - 25 Points

The employee has frequent telephone and face-to-face contacts with a variety of staff and high level managerial personnel within subcommand, other installations/commands, AMC, DA, and DOD. Contacts frequently include budget analysts, program analysts, program managers, project managers from the different weapons project offices. There are occasional contacts with top management officials (e.g., project managers) in briefings and conferences. Regular contacts outside subcommand are with staff program and budget analysts at AMC, DA, DOD, and other agencies (Air Force, Navy, etc.), and with DOD Administrative Contractor Office personnel at various Defense Contract Administration Service Regions (DCASR's) throughout the country.

Factor 7 - Purpose of Contacts - Level 7-3 - 120 Points

Contacts with subcommand program/project managers are for the purpose of obtaining compliance with established budget policies and regulations and persuading managers to follow recommended courses of action concerning the use of funds in the RDT&E budget. Contacts with representatives of DOD, DA, and AMC are for the purpose of furnishing information and acting as an

Figure 3-3. Budget Analyst, GS-560-12—Continued

advocate of subcommand budgetary proposals or funding requests. The employee coordinates funding for program plans and goals with the budget cycle and financial plans of the installation. Contacts with DOD DCASR personnel are for the purpose of learning contractual status (in terms of costs as related to performance and obligations) to determine if excess funds are available or if additional funds may be required to complete the desired contractual effort.

Factor 8 - Physical Demands - Level 8-1 - 5 Points

The work is sedentary and requires no special physical abilities.

Factor 9 - Work Environment - Level 9-1 - 5 Points

The work is performed in an office environment with no unusual risks or discomfort.

Total Points: 2855

Figure 3-3. Budget Analyst, GS-560-12—Continued

Factor Evaluation System
POSITION EVALUATION STATEMENT

Title, Series, and Grade Budget Analyst, GS-560-12

Reference PCS, GS-560, Jul 81

Evaluation Factors	Points Assigned	Standard Used (Bak#, FLD, etc.)	Comments
1. Knowledge Required By The Position	1250	FLD 1-7	
2. Supervisory Controls	450	FLD 2-4	
3. Guidelines	450	FLD 3-4	
4. Complexity	325	FLD 4-5	
5. Scope and Effect	225	FLD 5-4	
6. Personal Contacts	25	FLD 6-2	
7. Purpose of Contacts	120	FLD 7-3	
8. Physical Demands	5	FLD 8-1	
9. Work Environment	5	FLD 9-1	
SUMMARY			
Total Points	2855		
Grade Conversion	GS-12		

Figure 3-4. DA Evaluation Statement

Chapter 4

GS-1173 Housing Management Series

4-1. General

This chapter consists of three representative Housing Manager job descriptions that were submitted to OPM for advisory opinions, and the resulting OPM evaluation analyses. These jobs should be considered the equivalent of FES benchmarks. Note that substantially all of the situational or environmental elements discussed in the OPM advisory opinions must be present to support positions at the grades shown.

4-2. Benchmark job descriptions

a. Figure 4-1 is a senior Housing Manager job at a large CONUS installation. Figure 4-2 is the DA Position Evaluation Statement with supporting rationale, and figure 4-3 is the OPM advisory opinion.

b. Figure 4-4 is a senior Housing Manager job at an OCONUS installation. Figure 4-5 is the DA Position Evaluation Statement, and figure 4-6 is the OPM advisory opinion.

c. Figure 4-7 is a senior Housing Manager job at a major sub-command of U.S. Army Europe and Seventh Army. Figure 4-8 is the DA Position Evaluation Statement with supporting rationale, and figure 4-9 is the OPM advisory opinion.

MAJOR DUTIES

Serves as Chief of the Housing Division, Directorate of Engineering and Housing, and as senior housing manager for a large military installation. On-post family housing facilities include approximately 4,000 units in single- and multiple-family structures of varied design and age dispersed over the installation in several major housing areas, with a yearly average turnover of 4,000-5,000 families; assistance with off-post housing is provided to 5,000-7,000 service members annually and results in 3,000-4,000 placements in a one-year period; current data is kept on approximately 8,000 unit listings off-post for rent or purchase. On-post housing for unaccompanied personnel and transients totals approximately 700 billeting spaces in more than 30 buildings; nonappropriated fund income and operating expenses average over \$700,000 annually. The annual funding program for the installation housing program is approximately \$10,000,000; furnishings inventory totals approximately \$15,000,000. The division is staffed with about 90-100 Army employees plus a contract force of about 100.

1. Serves as advisor to the local commander on all housing management matters, including interaction with other installation programs and activities, as well as the relationship of the installation program to the agency housing program generally. Coordinates with representatives of other agencies (e.g., VA, neighboring Air Force Base) on matters of mutual interest. Serves as member of various boards and councils such as Community Fair Housing Board, Community Housing Leadership Board, and Military/Civilian Housing Council for Housing Activities. Based on current and anticipated problems and trends, develops recommendations for changes in agency policy and presents them with justification, formally or informally, to major command level for consideration in agency policy planning. Represents the installation at meetings at higher headquarters and other installations. Participates in problem-solving conferences and seminars with other experts in military housing management to provide insights based on expertise in management of a complex and diverse installation program.

2. Develops overall housing management plans for the installation, formulating current housing improvement plans within the framework of generally established agency objectives, policies and standards; formulates long-range plans that may include significant deviations from established agency policy, based on foreseen changes not yet formalized. Formulates long-range plans and justifications for housing construction and renovations, and for major acquisition of furnishings and furniture.

3. Provides guidance to subordinate managers of family housing and billeting programs in development of plans and procedures for housing administration, including matters such as tenant relations, assignment procedures, eligibility requirements, occupancy practices, maintenance considerations, and related housing activities. Provides guidance to subordinate housing managers on development of procedures and instructions concerning housing referral activities to obtain appropriate private housing in the local

Figure 4-1. JN1, Housing Manager, GM-1173-13

community. Provides guidance to subordinate housing managers and engineering personnel on identification of requirements, preparation of contract specifications, and development of plans for renovation, alteration and construction of housing structures, utilities and other facilities.

4. Initiates and directs surveys, audits, reviews and inspections to determine housing conditions or requirements; reviews and evaluates findings, results and recommendations developed by subordinates; formulates plans or corrective action to accomplish proposals to higher headquarters, major renovations, facility improvements, policy or procedural changes, or other measures as appropriate resources (appropriated and nonappropriated).

5. Monitors the management of fiscal program; establishes funding priorities; approves financial work plans for execution within approved resources; directs reprogramming of funds as appropriate; reviews justification for nonrecurring projects for improvements, alterations, maintenance and repair of family and unaccompanied personnel housing; reviews and approves input to annual work plans and long-range construction plans managed by the Director of Engineering and Housing.

6. Inspects division activities for conformance to regulatory and policy requirements. Hold meetings with subordinate supervisors; reviews special reports and studies. Insures that appropriate action is taken to resolve problems, correct deficiencies or clarify policies.

7. Supervises and directs work of division personnel. Through subordinate supervisors, provides instructions and guidance on changes in regulations, policies, procedures and priorities. Makes overall assignments of functions to key subordinates, assists them with major problems, reviews their personnel management actions and recommendations. Sets performance standards for all immediate subordinates, reviews their accomplishments, counsels them on deficiencies, renders performance appraisals, and schedules and approves their leave. Interviews and selects applicants for key positions; reviews and approves their selections for their subordinate positions. Plans for and issues on-the-job and formal training for all personnel as needed. Devises and justifies need for major organizational changes, with full consideration for principles of sound position management. Initiates or reviews and approves personnel and position actions. Takes action on disciplinary problems; hears and resolves complaints and grievances not resolved at a lower level. Supports Affirmative Action and EEO programs and insures that actions of subordinate supervisory personnel are consistent with these program goals.

Performs other duties as assigned.

Factor 1 - Knowledge Required by the Position - Level 1-8 - 1550 Points.

Mastery of the concepts, principles, practices, laws and regulations which apply to housing management to provide expert advisory services to management in the operation of a housing program at a large installation with tenant/satellite activities. The housing program involves the full

Figure 4-1. JN1, Housing Manager, GM-1173-13—Continued

range of activities including operation and maintenance of on-post housing, unaccompanied personnel housing, transient housing, housing referral services, and furnishings management.

Expert knowledge of and skill in identifying and applying the latest and most advanced management and planning techniques to cope with a wide range of problems arising from the large number of multiple project family housing and billeting resources of varied structural design, condition and age which are widely dispersed and create diverse maintenance and cost control problems. On-post family housing facilities include approximately 4000 government owned family housing units of varied design and age located in a number of housing areas on the installation and support activities such as playgrounds and equipment serving tenants. Of the 4000 units more than 200 are substandard. On-post tenant turnover rate averages 50% and there is always a long waiting list. The number of personnel or their dependents eligible for off-post housing is approximately 10,000 and the number of placements is 3-4000 in one year. Substantial knowledge of financial and budgeting policies to administer the large budgets (installation housing - \$10 million annually, NAF over \$.7 million annually, and furnishing inventory of \$15 million). Knowledge of program planning to develop long-range program for construction, modification, and upkeep of housing units. Skill is required in coordinating the work efforts of division personnel, reimbursable support services personnel and considerable fluctuating private enterprise contractor supplied personnel.

General knowledge of basic construction criteria to be considered in identifying requirements and developing plans for new construction in connection with improvement programs and the maintenance and repair of existing facilities to insure that safety codes and other requirements are met.

Knowledge of applicable laws, ordinances and codes (municipal, county, state, etc.) governing the construction, leasing, renting, location, operation, and utilization of housing projects or facilities and skill in developing related plans, directives and other administrative guides and in communicating them.

Skill in representing the installation and effectively dealing with individuals and organizations with respect to aspects or problems arising from the implementation of Army housing programs and policies.

Factor 2 - Supervisory Controls - Level 2-5 - 650 Points

Works under administrative direction of the Director of Engineering and Housing who makes general assignments in terms of broadly defined missions or functions.

The employee has responsibility for independently planning and carrying out programs, projects, studies, or other work.

Figure 4-1. JN1, Housing Manager, GM-1173-13—Continued

Results of the work are considered as technically authoritative and are normally accepted without significant change. If the work should be reviewed, the review concerns such matters as fulfillment of program objectives, effect of advice and influence on the overall program, or the contribution to the advancement of technology. Recommendations for new projects and alteration of objectives are usually evaluated for such considerations as availability of funds and other resources, broad program goals or priorities.

Factor 3 - Guidelines - Level 3-4 - 450 Points

The housing manager is usually provided with general policy or program guides and legal interpretations or precedents related to the management and operation of government family housing, billeting and guest facilities. Specific guides concerning the broad responsibilities for planning and coordinating management activities are inadequate or not available.

The housing manager uses initiative and experienced judgment in the interpretation of broad agency policy and the application of management principles and concepts to the efficient utilization of work force, housing facilities, furnishings, funds, and other resources. The incumbent also formulates management techniques or practices to accommodate unique or special problems related to such factors as the proximity of the projects and surrounding community; relationships between projects and regulatory agencies; and special security arrangements. Similarly, the work requires the development of procedural guides to supplement higher agency level issuances.

Factor 4 - Complexity - Level 4-4 - 225 Points

The work involves direct responsibility for the operation, maintenance and management control of a large variety of family quarters, bachelor and transient quarters. There is a great demand for military housing resulting in long waiting lists and waiting periods. Quarters are occupied by military personnel of all ranks/grades and from a variety of ethnic and cultural backgrounds.

The work includes developing policies, plans and procedures; evaluating management and maintenance costs; studying housing demand, occupancy turnover, etc.; reviewing construction plans; inspecting activities; developing and formulation changes in policy to ensure the efficient and economical operation of the overall housing activities and negotiation with management and tenants on a variety of complex issues. Decisions made require evaluating housing trends, availability and cost of on- and off-post housing, city ordinances and laws governing housing facilities and projects; construction codes; and availability of funds, materials and furnishings. The work requires assessment of such factors as current and future strength, occupancy rate, waiting list, recurring maintenance work, need for major renovation projects and the impact of such projects on occupants, analysis of utility costs and establishment of energy conservation policies, and monitoring expenditures.

Figure 4-1. JN1, Housing Manager, GM-1173-13—Continued

Factor 5 - Scope and Effect - Level 5-4 - 225 Points

The work involves developing policies, plans, guidance, and criteria related to the total housing program, resolving unusual or unconventional problems resulting from policy application or program administration, and providing advice on the total housing program. Provides support to a very large number of military personnel and their dependents. Seeks and gains community support and acceptance. Provision of effective housing services contributes significantly to the success of the Modern Volunteer Army as family housing is a key factor in soldier retention.

Factor 6 - Personal Contacts - Level 6-3 - 60 Points

Personal contacts are with individuals and groups from inside or outside the installation including housing personnel, installation command and other agency officials, community groups, realty agents, state and local officials, contractor representatives, property owners, tenants, and representatives of agencies. The contacts are not established on a routine basis and occur both on- and off-post.

Factor 7 - Purpose of Contacts - Level 7-3 - 120 Points

In addition to planning and coordinating housing management and operations, the purpose of contacts is related to justifying the feasibility or validity of proposals concerning housing facilities or resources to installation and agency officials authorized to grant approvals; influencing cooperative attitudes and compliance with housing policies or directives; mediating or negotiating conflicts among tenants; resolving tenant complaints; cooperating with and coordinating law enforcement efforts; serving on housing committees, boards, and councils which promote improved living conditions of housing occupants, community fair housing, etc.

Factor 8 - Physical Demands - Level 8-1 - 5 Points

The work is primarily sedentary, but does require some physical exertion in making on-site visits to housing units and grounds and to construction projects involving short periods of walking, standing, and bending.

Factor 9 - Work Environment - Level 9-1 - 5 Points

The work involves normal risks or discomforts associated with an office environment. The work area is usually adequately lighted, heated, and ventilated. There is occasional exposure to dusty conditions while visiting facilities undergoing maintenance or renovation.

Figure 4-1. JN1, Housing Manager, GM-1173-13—Continued

Factor Evaluation System

POSITION EVALUATION STATEMENT

Title, Series, and Grade Housing Manager, GM-1173-13

Reference PCS, GS-1173, Sep 81

Evaluation Factors	Points Assigned	Standard Used (Bnk#, FLD, etc.)	Comments
1. Knowledge Required By The Position	1550		See Note
2. Supervisory Controls	650		Meets FLD
3. Guidelines	450		Meets FLD
4. Complexity	225		Exceeds 4-4 but does not fully meet 4-5
5. Scope and Effect	225		Meets FLD
6. Personal Contacts	60		Meets FLD
7. Purpose of Contacts	120		Meets FLD
8. Physical Demands	5		Meets FLD
9. Work Environment	5		Meets FLD
S U M M A R Y			
Total Points	3290		
Grade Conversion	GM-13		

Figure 4-2. DA Evaluation Statement—JN1

Note: DA EVALUATION RATIONALE - FACTOR 1, KNOWLEDGE REQUIRED. Level
1-8 1550 points.

In addition to the knowledges required for level 1-7, incumbent must have expert knowledges and skills to resolve a wide range of problems and to provide advisory services to management in the operation of an extremely large housing program. He must have mastery of the housing management field to manage a housing program involving the full range of activities (operation and maintenance of on-post housing, unaccompanied personnel housing, transient housing, housing referral services, and furnishings management). Housing units of varied design, age and condition are widely dispersed. Management is complicated by the high turnover rates, continuing maintenance problems, long waiting periods for housing and frequent shifts in personnel strengths. Incumbent is responsible for large budgets and inventories and must be knowledgeable of budget and inventory procedures and regulations. To plan for new construction and to oversee maintenance, incumbent must know about construction requirements and safety regulations. He must also know laws, regulations and codes governing construction, leasing, renting, location, operation and utilization of projects or facilities. He must be skillful in resolving a variety of problems and complaints. Supervision of approximately 200 employees in varying occupations, grades and pay categories requires substantial knowledge and skill in personnel management. The incumbent must use initiative and judgement in interpreting policies, guides, and in developing and providing guidance to top management and subordinate staff.

Figure 4-2. DA Evaluation Statement—JN1—Continued

OPM ADVISORY OPINION

The material immediately below supplements and further develops the position information shown in JN 1. It results from extensive discussions with Army housing management officials who are especially familiar with senior housing manager jobs in large CONUS Army installations. This material, together with the job description, provides the primary information base for our evaluation.

Situational or Environmental Elements and Conditions Which Affect the Work of the Senior Housing Manager

- (1) Housing arrangements must be responsive to mission needs - commonly housing managers must look to setting up or developing accommodations tailored to the particular requirements of particular military units or military officials. Military units on the base may represent various missions and different special needs.
- (2) Housing arrangements must take account of the grades or ranks of the military personnel involved. (There are many grade/rank categories to be considered in planning and administering the housing management program.)
- (3) Accommodations involved vary widely in type, quality and desirability.
- (4) A high proportion of the personnel using or seeking housing have family responsibilities.
- (5) The number of aged buildings significantly affects maintenance and repair plans and costs. There are almost continuing maintenance problems. Maintenance and repair activities must be carried out while quarters are occupied.
- (6) A very high on-post tenant turnover rate (e.g., 50%) exists and there is always a long waiting list.
- (7) The housing manager must continually look to ways of promoting the cooperation of the communities outside the installation (including various communities within commuting distance) in developing housing resources for use of the military, their families and others who work at the installation. This may include negotiations with land developers, realtors, community development agencies, local financial institutions, community leaders and others.
- (8) The housing manager must regularly deal with well-organized and active groups of post residents and their spokespersons.

Figure 4-3. OPM Advisory Opinion—JN1

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- (9) Continuing attention must be directed toward actual or potential problems of socially discriminatory actions in housing matters, both off-post and on-post.
 - (10) Continuing efforts must be made to achieve energy savings in housing operations.
 - (11) Security aspects are a continuing concern.
 - (12) Housing arrangements must accommodate significant numbers of the physically handicapped, the elderly and retarded persons.
 - (13) On-post housing facilities are widely dispersed.
 - (14) The housing office must deal with a continuing substantial volume of complaints.
 - (15) Terms of occupancy of facilities vary greatly and there are substantial numbers of transients to be accommodated.
 - (16) Requests for exceptions to priorities, policies and regulations are frequent, made under a wide variety of circumstances, and not uncommonly submitted by those attempting to use rank or position in getting exceptions.
 - (17) A significant portion of those housed are in rental units off-post. Such personnel remain within the housing management purview of the installation housing manager. Problems involving the relationships of such personnel with the community and the landlord are a concern of the housing manager and regularly appear.
 - (18) There may be a number of substandard accommodations which have potential for housing management use.
 - (19) There is a significant need to establish preventative measures to head off legal suits.
 - (20) There is a frequent need to deal with such problems as abuse of property, abandonment of quarters and overextended stays.
 - (21) The personnel to be housed, or being housed, are from a variety of ethnic and cultural backgrounds.
 - (22) A substantial portion of the housing involved may be off-post government-controlled housing.
 - (23) There is regularly a need to use intensive economic analysis in the housing management decision-making process.

Figure 4-3. OPM Advisory Opinion—JN1—Continued

(24) Summary Evaluation

- (a) Factor 1, Knowledge Required by the Position - Level 1-8 (1550 points)
- (b) Factor 2, Supervisory Controls-----Level 2-5 (650 points)
- (c) Factor 3, Guidelines-----Level 3-4 (450 points)
- (d) Factor 4, Complexity-----Level 4-5 (325 points)
- (e) Factor 5, Scope and Effect-----Level 5-4 (225 points)
- (f) Factor 6, Personal Contacts-----Level 6-3 (60 points)
- (g) Factor 7, Purpose of Contacts-----Level 7-3 (120 points)
- (h) Factor 8, Physical Demands-----Level 8-1 (5 points)
- (i) Factor 9, Work Environment-----Level 9-1 (5 points)
- (j) The total of 3390 points converts to grade 13

Comments on Major Factors

Factor 1 - Knowledge Required by the Position

We see a position such as that described in Job Number 1 and the Army's supplemental evaluation statement, which operates in a context which includes substantially all of the situational or environmental elements described above, as requiring a mastery of the housing management field. We also see it as requiring an overall knowledge and skill which is essentially equivalent to that in the factor level definition (FLD) for Level 1-8 of the standard for the Housing Management Series, GS-1173.

The following shows, in a briefer form, some of the features of the position which support a requirement for mastery in the housing management field and a level of skill corresponding to that of level 1-8:

(1) The incumbent is the top housing management official and authority in the installation and must have expert knowledge of agency, Federal, state and local housing policies not only to effectively advise top management officials at the installation on any type of housing problem that may arise, but also deal effectively with management and technical personnel at any level in other government agencies and other public or private institutions or agencies with respect to both on-post and off-post housing.

(2) The magnitude of the housing program is indicated by these figures:

- about 4000 family housing units on-post.
- average turnover of 4000 - 5000 families yearly.

Figure 4-3. OPM Advisory Opinion—JN1—Continued

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- assistance in off-post housing to over 5000 service members annually with 3000 - 4000 placements in a year.
 - a furnishings inventory of about \$15 million.
 - an annual funding program for installation housing of about \$10 million.
 - administrative, maintenance and service activities require about 90-100 Army employees, plus a contract force of about 100.

(3) The work requires developing policies, plans, guidance and criteria for implementing the housing program and resolving problems resulting from program administration.

(4) The housing manager is required to have the knowledge and competence to use effectively economic analysis tools in making decisions or major recommendations involving very large expenditures (e.g., major new construction, major renovation, build-to-lease projects).

(5) There is a regular need to seek and find both short range and long range solutions to unusually complex housing-related problems. Most of the problems include prominent resource constraints. In addition to the resource constraints, problems commonly involve a blend of multiple elements such as social discrimination, military custom, military mission need, morale considerations, rapid turnover, varying and uncertain terms of occupancy, maintenance needs, energy savings considerations and others.

(6) The work requires the knowledge and skill in housing management needed to cope with the almost continual substantial change that affects housing management. This includes change with respect to policies and regulations (agency, federal, state and local governments), military missions, rate of occupancy, resources available, housing trends, material costs, etc.

(7) The work requires the knowledge and skill required to effective review, coordinate and integrate the resource management, legal, human relations, public relations, contract administration, real estate administration, and engineering-related considerations into the management of housing program activities.

Factor 2 - Supervisory Controls

As described in JN 1, the position meets Level 2-5 by reference to the FLD of the GS-1173 standard.

Factor 3 - Guidelines

The position meets Level 3-4 by reference to the FLD.

Figure 4-3. OPM Advisory Opinion—JN1—Continued

Factor 4 - Complexity

We see a position such as that described in JN 1 and the Army's supplemental evaluation statement, which operates in a context which includes substantially all of the situational or environmental elements described above in the first part of this analysis, as creditable at Level 4-5. The complexity in the position is equivalent to that of BMK #3 for Housing Management Specialist GS-12 in the GS-1173 standard. Level 4-5 of BMK #3 is descriptive of the position except for mention of concern with "regional housing matters". Though the incumbent is not responsible for dealing with housing matters at a regional level, we see the inherent complexity as at least equal to that of the specialist at the regional level. The incumbent's responsibility as the top housing management official at a large installation involves conditions bearing on complexity that are not present, or as likely to be present, in a regional specialist position. These have to do with the need to analyze and work out solutions to problems where the elements affecting them are more immediate and more numerous and have shorter time frames. Such conditions (which impose special difficulties and demands for creative solutions) counter-balance those which are associated mainly with a regional situation. (See (1) the listing of elements affecting the position mentioned above and (2) the discussion under Factor 1, Knowledge Required by the Position. These identify and discuss considerations relating to complexity in the incumbent's position.)

The criteria of the GS-1173 standard should not be interpreted so narrowly that only regional (or higher echelon) positions in housing management could be credited with Level 4-5 in complexity. It is intrinsic complexity, not echelon per se, that determines the level of this factor in a position. (Standards are a guide to judgement—they do not rule out ways of achieving a particular level of complexity that are not specifically described in the factor level criteria.)

Factor 5 - Scope and Effect

The position meets Level 5-4 by reference to the FLD.

Factor 6 - Personal Contacts

The position clearly meets Level 6-3 by reference to the FLD.

Factor 7 - Purpose of Contacts

The position clearly meets Level 7-3 by reference to the FLD.

MAJOR DUTIES

Serves as Chief, Housing Division. The Division is subdivided into six or more branches, some of which are further subdivided into sections, each with its own supervisor. The division is staffed with approximately 85 housing management positions and approximately three technician and support positions. The incumbent is the senior housing manager and as such assumes full responsibility for overall direction of the housing activities for all members of the US forces and/or instrumentalities of the forces assigned to the installation. Incumbent's scope of housing responsibility includes: on post housing and billeting activities, off post community activities, non-appropriated fund activities, furnishings, programming, budgeting, procurement, distribution and disposition of housing assets and responsibility for maintenance, repair and improvement of housing facilities for both accompanied and unaccompanied personnel. Incumbent is required to be completely knowledgeable about all federal, state, county and municipal laws and regulations affecting housing for which incumbent is responsible. Incumbent is required to maintain liaison with federal, state county and municipal authorities in the development of a comprehensive housing program. Is the principal advisor to the Director, Engineering and Housing (DEH) and the Commanding General on all matters affecting the housing of permanent party and transient personnel. Establishes management plans and directives governing the operation, utilization and maintenance of housing assets and coordinates major housing activities and projects associated with the installation.

1. Plans and executes centralized housing management operations and activities. Interprets and adapts Army regulations and directives to conform with local requirements, provides continuity for policy and procedures to insure accomplishment of missions, functions and responsibilities. Determines housing requirements and develops current and long range programs for construction, utilization, operation and maintenance of housing assets. Establishes priority of actions, determines actions required, assigns responsibility for performance and provides guidance and assistance as necessary.
2. Represents DEH on all housing planning or policy matters, with higher or lateral US military headquarters. Makes evaluations and inspections of facilities in order to ensure the effective utilization of housing assets and elimination of excess in conformance with current plans and anticipated developments. Performs other visits or inspections required to coordinate with higher headquarters on problems or actions, and ensures compliance with the execution of plans, programs and actions developed and implemented.
3. Conducts planning, programming and reprogramming, coordination, and exercises supervision of activities pertaining to the management (reporting, acquisition, disposal, furnishing, maintenance, repair improvement, program and budget, surveys, utilization, leasing, and housing referral) of housing assets (both Government-controlled and other available) in the Community. Provides instructions on command desires on types of housing, locations, construction services, furniture and furnishings, etc. Participates in

Figure 4-4. JN2, Housing Manager, GM-1173-13

review of plans and agreements submitted by other DEH divisions and/or commercial contractors. Develops, coordinates, and reviews policy with respect to method of accomplishment of future housing programs, and exercises approval authority for acquisition and disposal of leased housing units. Reviews family housing and Operations and Maintenance Funds projects for repair, maintenance and/or modification of all housing units for accuracy, conformance with criteria, and sufficient justification prior to approving projects for execution or forwarding them to higher headquarters. Develops, formulates and coordinates budget guidance and policy with respect to preparation of data to support the housing activity, and disseminates instructions to other DEH elements. Coordinates guidance and policy with respect to assignment and utilization of housing assets. Manages the Cost Reduction Program as it applies to housing and establishes appropriate goals. Serves as a member of the community master planning board.

4. Supervises and controls operation of a "single point of contact" which provides 24 hour customer service and assists in solving any type of emergency problem arising in family housing. Consolidates all requests for maintenance and repair work and administers local execution of a nation-wide appliance contract negotiated by the major command with a private contractor.

5. Performs or develops special projects and assignments as required. Develops studies and analyses in all areas of responsibilities to determine the effectiveness and efficiency of current projects and programs to resolve problems. Develops special projects in furtherance of the Housing Improvement Program, the Housing Operation and Maintenance Program, the Housing Assets and Requirements Program. Maintains up-to-date status and progress of any of the above programs or other actions or programs falling within functional area of responsibility. Participates in screening or planning board meetings relating to Family Housing Improvement Program and Family Housing Operations and Maintenance Program Projects and is responsible for their presentation. Maintains constant status of all actions and projects assigned. Reviews, analyzes, and evaluates all programs for attainment of their program objectives. As required, analyzes and evaluates individual problems or projects and recommends necessary correction. Presents reports or briefings concerning assigned actions and/or responsibilities. Maintains constant review and develops and implements changes in policy, procedures, and administration to ensure effective utilization of resources.

6. Directs operations of a centralized furnishings branch with overall responsibility for the requisitioning, acquisition, distribution, maintenance, repair and disposal of furniture, furnishings and equipment. Total accountability is maintained for all furniture assigned to families, bachelor officers, senior enlisted bachelors, troops living in the barracks, and a accommodations used by authorized personnel in transit.

7. Assigns and reviews work through subordinate supervisors. Resolves differences between branch chiefs and recommends personnel actions such as selections and disciplinary actions involving supervisors and other key employees. Analyzes and recommends personnel requirements for the Division. Assures employees are being oriented, receiving proper guidance and training, understand assignments, and are properly evaluated. Resolves complaints and grievances, and attempts to make satisfactory adjustments.

Figure 4-4. JN2, Housing Manager, GM-1173-13—Continued

Encourages participation in the suggestion program, establishes safe working practices, and eliminates unsafe working conditions. Supports equal employment opportunity, and labor-management relations. Ensures efficient position management and accomplishes position and pay management reviews.

8. Within the framework of established agency objectives, policies, and standards, performs or directs tenant selection and assignment, conducts local rental and utility rate surveys, collects rents or funds, and maintains harmonious relationships among tenants, management personnel, and the surrounding community.

Performs other duties as assigned.

Factor 1 - Knowledge Required by the Position - Level 1-8 - 1550 Points

Knowledge and mastery of a wide range of Federal, DOD, USAREUR, and Corps HQ, housing policies, requirements, administrative practices, and procedures related to the planning, budgeting, scheduling, and coordinating of management resources for efficient operation and utilization of agency housing projects or facilities. Skill in negotiating major program issues and operational requirements with other agencies, community organizations, and tenants.

Knowledge of host country laws, practices and precedents to provide expert advice, to resolve complex problems, to develop recommendations and criteria, and to secure cooperation and support.

Knowledge and skill in directing the application of housing management principles, concepts, and methodology ranging from conventional to complex and unusually difficult assignments. Matters dealt with involve the full range of housing activities including referral, furnishing, and equipment management to insure the efficient and effective utilization of housing assets and resources. On-post family housing facilities include approximately 2000 Government controlled units in single and multiple structures of varied design and age dispersed over the military community on and off installations in several major housing areas with a yearly average turnover of about 1000 service members. More than 500 off post housing placements are made yearly; the number of off post housing units listed varies from 1500 to more than 5000 and the number of requests for assistance from the Housing Referral Office exceeds 10,000 annually. Government controlled housing for unaccompanied personnel totals approximately 7000 at numerous installations in the military community. Transient spaces total approximately 300. NAF income and operating expenses average \$350,000 annually. The annual funding requirement for the family housing program is approximately \$12 million and the furnishings inventory total approximately \$10 million.

Extensive knowledge of housing trends and market acceptability to develop long-range plans, to recommend new construction, to develop budgets, and to provide expert advice and guidance in managing housing assets effectively.

Figure 4-4. JN2, Housing Manager, GM-1173-13—Continued

Factor 2 - Supervisory Controls - Level 2-5 - 650 Points

The DEH provides administrative supervision with assignments in terms of broadly defined missions or functions. The employee has responsibility for independently planning, designing, and carrying out programs, projects, studies or other work.

Results of the work are considered as technically authoritative and are normally accepted without significant change. Review of work is strictly concerning such matters as fulfillment or program objectives, effect of advice and influence of the overall program. Recommendations for new projects and alteration of objectives are usually evaluated for such considerations as availability of funds and other resources, broad program goals, or national priorities.

Factor 3 - Guidelines - Level 3-4 - 450 Points

Written guides include DA, USAREUR and VII Corps housing regulations, directives, and handbooks including survey schedules and inspections guides, host nation federal, state and municipal policies, laws, ordinances, and customs. Also available are verbal and written direction from local management, Corps HQ (responsible for managing the program Corps-wide and for providing technical and policy direction for all major aspects of the housing program) and HQ USAREUR. Such materials are usually rather general in their content and applicability and frequently lack sufficient detail on which to base day-to-day management actions.

The incumbent must select, interpret, and adapt the guidelines in the performance of studies, analyses, reviews, and evaluations. The incumbent must frequently assess the adequacy of current housing practices, methodology, and techniques regarding new construction, unusual housing changes, improvements, or more efficient operations. The incumbent is recognized as a technical authority in housing and furnishings management administration.

Factor 4 - Complexity - Level 4-4 - 225 Points

Incumbent is required to conduct complex negotiations, in the host nation language, or through an interpreter, with officials at all host national governmental levels. These include officials of the Federal Assets Office which controls all of the real property, including family and bachelor housing assets, owned by the host nation and utilized by the U.S. Forces. The Federal Assets Office may also provide rent-free sites needed for construction of family and bachelor housing units, transient quarters, playgrounds and other facilities; the Federal Finance Office with which incumbent must coordinate assignments and transmit all rent collected from local national personnel who either reside in maids rooms or otherwise utilize housing assets made available for the exclusive use of the U.S. Army by the host nation. In this connection incumbent is required to be thoroughly familiar with Article 48 of the North Atlantic Treaty Organization Status of Economics and Traffic when preparing rosters of all

Figure 4-4. JN2, Housing Manager, GM-1173-13—Continued

U.S. Nationals residing in each municipality of the country. This allows the Host Government to reimburse the municipalities for police and fire protection as well as sanitation services provided members of the U.S. Army. Close coordination must be maintained with the engineering offices of the State governments which must review, approve and inspect all build-to-lease projects to insure compliance with state safety and fire codes; the Mayor's office from whom incumbent may obtain low rent social dwelling units for use by low ranking service members of the U.S. Army, for clarification of host nation municipal laws, ordinances and local customs. Incumbent acts as the surrogate of the commander in resolving landlord/tenant disputes and interpreting local housing laws.

The work consists of continuing assignments involving direct government housing projects and facilities. Housing assets are located in many different locations thereby complicating planning and supervision. The work typically involves accomplishing project operations within established policy and program plans, obligating allotted funds determining expenditures necessary for efficient operations, and maintaining cooperative relationship with tenants and organizations.

Decisions regarding what needs to be done include daily assessment of project operations to identify problems related to housing occupancy, tenant or community relations, property damage, and other conventional or unusual site conditions. In addition, the incumbent must analyze current housing data and calculate long-range occupancy requirements, utility costs, maintenance and improvement considerations, and a variety of related activities.

The work requires daily interpretation of management data regarding current housing operations, planning, scheduling, and coordinating all major housing activities, and developing procedures, instructions, and other guides to resolve continuing problems or deficiencies not susceptible to standard corrective measures. The work also requires formulating proposals concerning funds, personnel, and materials to accomplish housing activities.

Factor 5 - Scope and Effect - Level 5-4 - 225 Points

The work involves developing management plans and criteria related to the application of agency housing policy, serving in an advisory capacity for all matters relating to the management, operation, and utilization of housing assets, and treating a variety of unique or unconventional problems or difficulties. The work affects policies regarding housing program effectiveness and may often impact on other installations and projects.

Work requires field inspections and assistance visits to other distantly located housing installations to insure that furnishings management activities are conducted in accordance with applicable regulations and directives.

Factor 6 - Personal Contacts - Level 6-3 - 60 Points

Personal contacts are with officials outside the agency to include: regional directors of the Federal Assets office, regional directors of the Federal Finance Ministry, regional directors of the Ministry of Economics

Figure 4-4. JN2, Housing Manager, GM-1173-13—Continued

and Traffic, state, county and municipal engineers and fire inspectors, municipal housing agencies and local German Police Departments. The contacts are unstructured and frequently require ad hoc ground rules. In addition to the foregoing, contacts often include other high ranking officials of the Federal Finance and Construction office, government, state, county and municipal authorities as well as community groups or officials, realty agents, property owners, security police, contractor personnel, and others.

Factor 7 - Purpose of Contacts - Level 7-3 - 120 Points

The purpose of contacts is usually related to gaining acceptance of agency housing programs and projects by host nation authorities at federal, state, county and municipal levels of government. Work involves outlining agency goals, objectives, long range programs and parameters within which the U.S. Army is required to operate, influencing cooperative attitudes and compliance by host national government officials, property owners and agents, with either housing policies or directives established by the agency; and mediating or negotiating conflicts among tenants, regulatory agencies, business agents, security personnel, housing management personnel, and others. The incumbent must frequently develop rationale and justify proposed housing projects in order to insure that non-English speaking host nation officials grant approvals. Some contacts involve detailed price negotiations to obtain the most economical and practicable build-to-lease agreement. Other personal contacts involve the establishment and maintenance of a modus operandi with host nation authorities, at all levels of government, which promotes the best interest of the agency as a whole and each service member in particular. Personal contacts are made to conduct meaningful negotiations with local entrepreneurs and to resolve problems incidental to Americans endeavoring to adjust to living in an off-post environment with non-English speaking neighbors and landlords.

Factor 8 - Physical Demands - Level 8-1 - 5 Points

The work is primarily sedentary, but does require some physical exertion in making on-site visits to housing units and grounds and to construction projects involving short periods of walking, standing, and bending.

Factor 9 - Work Environment - Level 9-1 - 5 Points

The work involves normal risks or discomforts associated with an office environment. The work area is usually adequately lighted, heated, and ventilated. There is occasional exposure to dusty or dirty conditions while visiting facilities undergoing maintenance or renovation.

Factor Evaluation System

POSITION EVALUATION STATEMENT

Title, Series, and Grade Housing Manager, GM-1173-13 Position # 2

Reference PCS, GS-1173, Sep 81

Evaluation Factors	Points Assigned	Standard Used (Bak#, FLD, etc.)	Comments
1. Knowledge Required By The Position	1550		
2. Supervisory Controls	650		
3. Guidelines	450		
4. Complexity	225		
5. Scope and Effect	225		
6. Personal Contacts	60		
7. Purpose of Contacts	120		
8. Physical Demands	5		
9. Work Environment	5		
S U M M A R Y			
Total Points	3290		
Grade Conversion	GM-13		

Figure 4-5. DA Evaluation Statement—JN2

OPM ADVISORY OPINION

The material immediately below supplements and further develops the position information shown in JN 2. It results from extensive discussions with Army housing management officials who are especially familiar with senior housing manager jobs in Army overseas installations. This material, together with the job description, provides the primary information base for our evaluation.

Situational or Environmental Elements or Conditions Which Affect the Work of the Position

All but a couple of the elements or conditions described in the evaluation for the senior housing manager in CONUS (JN 1) are applicable to this overseas senior housing manager; items #6 and #12 do not apply. However, the following additional elements or conditions are present in the overseas housing management situation:

- (1) Acute off-post housing shortages exist; there is a long waiting list for such housing.
- (2.) There is greater reliance (as compared with CONUS situations) on meeting housing needs through leasing programs or activities. Host country laws, local customs and procedures, and language differences make for problems and complexities in negotiating leases.
- (3) A number of different communities and governmental jurisdictions are within commuting distance of the military community. Transportation conditions and geography promote involvement with many different community and governmental officials. More sets of laws and procedures are involved in housing management generally.
- (4) The incidence of tenant-landlord problems is quite high (higher than in CONUS situation); foreign customs, language difficulties and different housing standards contribute to bringing about the problems and difficulties in settling them.
- (5) Support from various staff elements is not readily available to the housing manager. These staff elements include engineering, legal counsel, training, sanitary specialty work, and social work.
- (6) There are additional services provided to Army military personnel and their families by the housing office. These include transportation, temporary lodging allowance, control of dependent travel, interpretive services and others.
- (7) Housing services are provided to Department of the Army civilians. These may include arrangements for furniture replacement and repair, hauling, equipment maintenance, and various contract management services.
- (8) The housing manager must hire and work with local personnel in carrying out the work of the housing office.

Figure 4-6. Advisory Opinion—JN2

(9) The types of housing facilities available and housing conditions differ substantially from those to which American families are accustomed.

(10) Resource planning and control are affected by currency fluctuation and currency conversion. Several currencies may be involved.

(11) The overseas situation brings a need for close liaison with other military communities representing separate missions and commands. The interests of these separate missions and commands. The interests of these separate military communities overlap considerably.

(12) The housing manager may need to serve as contracting officer's representative on a number of housing-related matters (maintenance, furniture repair, drayage, cleaning, and interpretive services).

(13) Leases commonly involve multiple ownership. This generates more issues and problems than accompany single ownership.

(14) The military community may be comprised of many separated and scattered compounds, complexes and housing entities in a general metropolitan area.

(15) Summary Evaluation

(a) Factor 1, Knowledge Required by the Position - Level 1-8 (1550 points)

(b) Factor 2, Supervisory Controls Level 2-5 (650 points)

(c) Factor 3, Guidelines Level 3-4 (450 points)

(d) Factor 4, Complexity Level 4-5 (325 points)

(e) Factor 5, Scope and Effect Level 5-4 (225 points)

(f) Factor 6, Personal Contacts Level 6-3 (60 points)

(g) Factor 7, Purpose of Contacts Level 7-3 (120 points)

(h) Factor 8, Physical Demands Level 8-1 (5 points)

(i) Factor 9, Work Environment Level 9-1 (5 points)

(j) The total of 3390 points converts to grade 13.

Comments on Major Factors

Factor 1 - Knowledge Required by the Position.

We see a position such as that described in JN 2, which operates in a context which includes substantially all of the situational or environmental elements described above, as requiring a mastery of the housing management field. We also see it as requiring an overall knowledge and skill which is essentially equivalent to the factor level definition (FLD) for Level 1-8 of the GS-1173 standard.

Figure 4-6. OPM Advisory Opinion—JN2—Continued

The following shows some of the features of the position which support a requirement for mastery in the housing management field and a level of skill corresponding to that of Level 1-8:

(1) The incumbent is the top housing management official and authority in the installation and must have expert knowledge of agency, Federal, command, host country, and local government policies, regulations, laws and/or practices not only to effectively advise top management officials at the installation on any type of housing problems that may arise, but also deal effectively with management and technical personnel in other government agencies and other public or private institutions or agencies with respect to both on-post and off-post housing matters or problems.

(2) The magnitude of the housing program is indicated by these figures.

- about 2000 government-controlled family housing units dispersed over the military community
- a yearly average turnover of 1000 service members with respect to family housing on-post
- government controlled housing for about 7000 unaccompanied personnel at numerous installations in the military community
- 10,000 requests for assistance from the Housing Referral Office annually
- more than 500 off-post housing placements yearly
- transient spaces totaling about 300
- an annual funding requirement for the family housing program of about \$12 million
- a furnishings inventory of about \$10 million
- a staff of about 90 employees to carry out housing activities

(3) The work requires developing policies, plans, guidance and criteria for implementing the housing program and resolving problems resulting from program administration.

(4) The housing manager is required to have the knowledge and competence to use effectively economic analysis tools in making decisions or major recommendations involving very large expenditures (especially build-to-lease projects).

(5) There is a regular need to seek and find both short range and long range solutions to unusually complex housing-related problems. Most of the problems include prominent resource constraints. In addition to the resource constraints, problems commonly involve a blend of multiple elements such as military mission need, military custom, foreign customs, foreign language problems, adaptation of military personnel and their families to

Figure 4-6. OPM Advisory Opinion—JN2—Continued

different environments and style of living, morale considerations, rapid turnover, social discrimination, varying and uncertain terms of occupancy, maintenance needs, energy and other cost-savings considerations and others.

(6) The work requires the knowledge and skill in housing management needed to cope with the almost continual change that affects housing management. This includes change with respect to policies, laws and regulations (agency, Federal, host country government and local governments), military missions, rate of occupancy, resources available, housing trends, currency exchange rates, material costs, etc.

(7) The work requires the knowledge and skill required to effectively review, coordinate and integrate the resource management, legal, human relations, public relations, contract administration, real estate administration, and engineering-related considerations into the management of housing program activities.

Factor 2 - Supervisory Controls

As described in JN 2, the position meets Level 2-5 by reference to the FLD of the standard.

Factor 3 - Guidelines

The position meets Level 3-4 by reference to the FLD.

Factor 4 - Complexity

We see a position such as that described in JN 2, which operates in a context which includes substantially all of the situational or environmental elements described above in the first part of this analysis, as creditable at Level 4-5. The complexity in the position is equivalent to that of BMK #3 for Housing Management Specialist GS-12 in the GS-1173 standard. Level 4-5 of BMK #3 is descriptive of the position except for mention of concern with "regional housing matters". Though the incumbent is not responsible for dealing with housing matters at a regional level, we see the inherent complexity as at least equal to that of the specialist at the regional level. The incumbent's responsibility as the top housing management official at a large installation involves conditions bearing on complexity that are not present, or as likely to be present, in a regional specialist position. These have to do with the need to analyze and work out solutions to problems where the elements affecting them are more immediate and more numerous and have shorter time frames. Such conditions (which impose special difficulties and demands for creative solutions) counter-balance those which are associated mainly with a regional situation. (See (1) the listing of elements affecting the position mentioned above, and (2) the discussion under Factor 1, Knowledge Required by the Position. These identify and discuss considerations relating to complexity in the incumbent's position.)

The criteria for the GS-1173 standard should not be interpreted so narrowly that only regional (or higher echelon) positions in housing management could be credited with Level 4-5 in complexity. It is intrinsic complexity, not

Figure 4-6. OPM Advisory Opinion—JN2—Continued

echelon per se, that determines the level of this factor in a position.
(Standards are a guide to judgement - they do not rule out ways of achieving a particular level of complexity that are not specifically described in the factor level criteria.)

Factor 5 - Scope and Effect

The position meets Level 5-4 by reference to the FLD.

Factor 6 - Personal Contacts

The position clearly meets Level 6-3 by reference to the FLD.

Factor 7 - Purpose of Contacts

The position clearly meets Level 7-3 by reference to the FLD.

Figure 4-6. OPM Advisory Opinion—JN2—Continued

MAJOR DUTIES

Manages the housing program for a major subcommand of the US Army in Europe (e.g., V or VII Corps or 21st Support Command). The Housing Manager directs a program that provides housing on and off post, bachelor and transient quarters, furniture support, housing referral services, and other support to the military and civilian employees. The program serves 40-60 areas throughout the Corps zone with approximately 15,000 Government public dwelling units consisting of houses, duplexes, and apartments; about 3,000 Government leased houses and apartments; about 3300 bachelor units and transient quarters; and furnishings support to include furniture for an additional 8,000 economy quarters.

1. Plans, develops, implements and monitors command-wide management programs involving all aspects of Housing Management. Formulates Corps policy on the use of all categories of housing assets and monitors their subsequent utilization to insure that maximum obtainable utilization rates are achieved. Exercises staff supervision of DOD off-post housing referral service to insure equal opportunity in off-post rentals to military personnel. Provides technical supervision to Community Housing Division Chiefs.

2. Provides technical advice and guidance to the DEH/Staff on all matters within command housing program purview. Acts as the staff housing expert to the Corps Commander and his representative for promulgating Corps housing policy. Makes direct contacts with a variety of agencies, key management officials at higher and lower organizational levels in researching, planning, implementing, executing stages of manpower changes, restationing, programming, reprogramming of resources, developing of major repair and improvement of assets, etc. Establishes liaison and effective channels of communication with local government officials/agencies and business leaders in order to obtain/maintain an effective leased housing program, to improve living conditions for service members in private housing through management of effective Housing Referral Program within the communities and to gain support for the massive rehabilitation program to restore both the Family Housing and Unaccompanied Personnel Housing (UPH). Support an updated "quality of life" standard. Prepares briefings/on site tours for a wide variety of Department of Defense officials and Congressional members/staffers on Corps housing policy, objectives, accomplishments during visitations, analyzes, interprets and advises on statutes, directives, regulations, policies, instructions, and other issuances of higher authority which impact command and community housing management program.

3. Develops a program for community and public relations to secure cooperation and support of various community activities in promoting an appreciation of housing matters. Supervises the conduct of family housing surveys to develop requirements and changes in availability of housing and determining rental ranges. Develops basic data for programming new construction or

Figure 4-7. JN3, Housing Manager, GM-1173-14

major rehabilitation and improvements and other projects such as washer/dryer installation throughout the area. Coordinates development of long range maintenance requirements program, and determines and defends appropriated funding requirements. Initiates and implements cost reduction and conservation programs.

4. Develops an effective command-wide consolidated household furniture program to insure proper accountability of all items, availability of supplies, maintenance of adequate stockage, proper requisitioning, purchasing, inventory, storage, disposal, and maintenance of furniture and furnishings. Develops requirements for procurement and data pertaining to revision of specifications due to changing utilization of materials. Monitors purchases of furniture and equipment from appropriated funds for BOQ/BEQ and transient activities.

5. Establishes internal controls and procedures concerning assignment of quarters. Reviews complaints and determines eligibility in controversial cases or determines need for higher command decision on problem cases. Insures implementation of on-base and off-base equal opportunity in assignment of housing. Conducts a referral service to assist personnel in locating suitable off-base housing. Develops contacts to secure assistance from rental sources for listing of available quarters and apartment houses available for Army rentals. Monitors the command-wide leasing program by establishing total requirements, obtaining necessary allocations, and distributing these to community activities.

6. Performs a variety of personnel management functions through subordinate supervisors. Plans and assigns work to subordinate supervisors and establishes work responsibility of each organizational element. Resolves work problems presented by subordinates. Works with branch chiefs to resolve problems of coordination between their inter-locking programs. Prepares performance appraisals for subordinate supervisors and reviews those prepared by them. Recommends selection of supervisory employees and reviews recommendations on personnel matters made by them. Listens to employee complaints not resolved by subordinate supervisors and reviews proposed serious disciplinary actions. Recommends organization of spaces and functions as necessary; establishes efficiency goals, procedures to be followed, and initiates training both on and off the job. Coordinates the use of minimum manpower required to insure effective and efficient performance of assigned personnel. Supports equal employment opportunity and labor-management relations. Ensures efficient position management and accomplishes position and pay management review.

Performs other duties as assigned.

Factor 1 - Knowledge Required by the Position Level 1-8 - 1550 Points

In addition to knowledge and skill requirements for performance of broad administrative and management functions, mastery in the housing management field and related expert knowledge of Federal, German laws, and regional housing policies, concepts, regulations including legislative matters and legal precedents are required to provide expert advisory services to

Figure 4-7. JN3, Housing Manager, GM-1173-14—Continued

management, technical, and supervisory personnel in government, public or private institutions and agencies; to develop new management techniques and methodology, and to devise solutions to unique or unusually complex problems relating to housing or community facilities, tenants, services, or equipment and to evaluate the effectiveness of the program and to develop recommendations to improve and enhance the program.

Expert knowledge of the latest management concepts and techniques of housing programs to develop and evaluate housing policies and procedures, to extend existing principles to new and unusual applications, to conduct studies to develop management criteria for the overseas setting and develop recommendations for USAREUR or DA consideration. Skill in writing and oral communication to convey information to a variety of audiences and skill in establishing and maintaining effective working relations with individuals and groups inside and outside the Army including host country citizens.

Substantial knowledge of budgeting and financial policies is required to administer the large budget (annual family housing budget execution exceeds \$95 million for operation and \$60 million for maintenance). Supply program knowledges are needed to monitor operation of a household furniture and furnishings account supporting 27,000 individual hand receipt holders and a line item stock of 850 items with a value in excess of \$90 million.

Extensive knowledge of regional housing trends and market acceptability is required to develop recommendations for changes or improvements in plans for use of local authorities, and to perform centralized consulting and advisory services for the communities' housing managers, specialists and housing representatives.

Factor 2 - Supervisory Controls - Level 2-5 - 650 Points

The Director, Engineering and Housing, provides administrative directions with assignments in terms of broadly defined policy objectives. The incumbent has responsibility for independently planning, designing, and carrying out programs, projects, studies, or other work. Results of the work are considered technically authoritative and are normally accepted without significant change. The program is evaluated in terms of results achieved and objectives met.

Factor 3 - Guidelines - Level 3-5 - 650 Points

Guidelines include agency-wide policy statements, program management guides, area or regional contractual instruments and related legal opinions and local national laws and ordinances. Incumbent uses judgement and initiative in developing new methods where radical departures from established practices and methodology are required resulting from such factors as unusually difficult local conditions or increased emphasis on selected housing program or project activities. The incumbent is recognized as a technical authority in overseas housing administration whose policies and guidance may be adopted for command or agency-wide use.

Figure 4-7. JN3, Housing Manager, GM-1173-14—Continued

Factor 4 - Complexity - Level 4-5 - 325 Points

Assignments are diverse in nature and cover a number of housing or billeting and furnishing programs or projects for which a variety of different planning, budgeting, coordinating, negotiating and advisory functions are required to ensure the efficient and economical development, acquisition, construction, operation, and management of local housing, billeting and/or furnishing resources. Decisions regarding what needs to be done include the exercise of experienced judgement in adapting conventional management techniques to resolve obscure or unique housing or billeting and furnishings problems. Similarly, the work often requires analysis and evaluation of factors that directly affect management policies, concepts, and programs such as national or regional housing trends, material costs, laws or pending legislation, and a variety of other elements related to general business developments or national priorities. Assignments result in the development of management plans or procedures or the modification of administrative techniques to meet new or unprecedented housing requirements and the development of advisory guidance concerning regional housing matters.

Factor 5 - Scope and Effect - Level 5-5 - 325 Points

The work involves the development of management policies concerning the use and operation of housing facilities (on and off post) and related functions such as referral and furnishings management. Incumbent resolves critical problems and provides expert advice. Command policies and procedures may be adapted by or contribute to USAREUR or DA wide implementation.

Factor 6 - Personal Contacts - Level 6-4 - 110 Points

Personal contacts are with high ranking officials, from outside the agency, housing officials, city mayors, and presidents of large German construction firms. In addition, the incumbent participates as a technical expert, in committees and seminars of national importance. These contacts are usually in highly unstructured settings, conducted under a variety of different ground rules, and may be established during routine or unscheduled problem related visits, or at special investigative hearings, task group discussions, or other proceedings initiated by the persons contacted.

Factor 7 - Purpose of Contacts - Level 7-4 - 220 Points

Contacts are to resolve difficult and complex problems, to obtain agreement, to defend policies, to present agency goals and objectives, to participate in conferences and meetings, and to advise managers and program officials on matters of critical importance to the housing program overseas.

Factor 8 - Physical Demands - Level 8-1 - 5 Points

The work is principally sedentary. Typically, the employee may sit comfortably to do the work. However, there may be some walking, standing, bending, carrying light books, or driving an automobile. No special physical demands are required.

Figure 4-7. JN3, Housing Manager, GM-1173-14—Continued

Factor 9 - Work Environment - Level 9-1 - 5 Points

The work involves normal risks or discomfort associated with an office environment. The work area is usually adequately lighted, heated, and ventilated. There may be occasional exposure to dusty or dirty conditions while visiting housing units or facilities undergoing repair, maintenance, or renovation.

Figure 4-7. JN3, Housing Manager, GM-1173-14 - Continued

Factor Evaluation System

POSITION EVALUATION STATEMENT

Title, Series, and Grade Housing Manager, GM-1173-14 **Position #** 3

Reference PCS, GS-1173, Sep 81

Evaluation Factors	Points Assigned	Standard Used (Bak #, FLD, etc.)	Comments
1. Knowledge Required By The Position	1550		See Note
2. Supervisory Controls	650		Meets FLD
3. Guidelines	650		See Note
4. Complexity	325		See Note
5. Scope and Effect	325		See Note
6. Personal Contacts	110		See Note
7. Purpose of Contacts	220		See Note
8. Physical Demands	5		Meets FLD
9. Work Environment	5		Meets FLD
S U M M A R Y			
Total Points	3840		
Grade Conversion	GM-14		

Figure 4-8. DA Evaluation Statement—JN3

Note: DA Evaluation Rationale

Factor 1 - Knowledge Required by the Position - Level 1-8 - 1550 Points

Responsibility for the overall housing program (including Government owned and leased units off and on post, bachelor and transient quarters, furniture support and the housing referral program) requires expert knowledge and mastery of host country, State Department and other Federal and agency policies, requirements and housing ordinances and laws. As the staff advisor to the Corps Commander, incumbent is required to provide expert advice and to resolve complicated and controversial problems. In addition to knowing Federal and agency laws and policies, incumbent must also know USAREUR and host country policies, laws, and ordinances and customs and practices. In addition to basic housing regulations and policies, incumbent must be knowledgeable of a wide variety of military and State Department regulations covering military, US Civilian employees, local nationals, third-country nationals and nonappropriated and appropriated funds activities, e.g., status of forces agreements. Overseas housing managers must know about allowances and entitlements such as travel entitlements for families of service members, and temporary lodging allowances. Incumbent must be knowledgeable of housing trends, availability of housing, local construction methods and practices, building codes and local rental customs and practices, including utility payments and tenant obligations, and host country currency and financial practices. Incumbent must be skillful in establishing and maintaining effective working relationships with a variety of people who have differing backgrounds, languages, and interests and in developing local policies and procedures to respond to situations and problems unique to a command. This level of knowledge and skill compares favorably with Level 1-8 which requires expert knowledge and skill to provide expert advisory services and to solve unique or unusually complex problems.

Factor 2 - Supervisory Controls - Level 2-5 - 650 Points

The incumbent has program responsibility for a comprehensive Corps-wide housing management program. Assignments are given in broadly defined policy objectives and incumbent is responsible for independently implementing the housing program. Review of work concerns fulfillment of program objectives. This exceeds Level 2-4 of the GS-1173 standard and matches Level 2-5 wherein the supervisor provides administrative direction in terms of broadly defined missions or functions. The employee is responsible for independent performance of work and work is normally accepted without change.

Factor 3 - Guidelines - Level 3-5 - 650 Points

Because of the unique characteristics of the overseas housing program, incumbent is required to adapt guidance or develop new guidance to meet local needs. While there are many regulations, policies and laws which affect the housing program, the incumbent is constantly using judgement and ingenuity in modifying them or in developing approaches or strategies to deal with unique problems. The incumbent is recognized as the technical authority in housing management for the major subcommand and as a technical expert in the Department of the Army.

Figure 4-8. DA Evaluation Statement—JN3—Continued

Factor 4 - Complexity - Level 4-5 - 325 Points

Assignments are diverse in nature and cover a large number of housing, billeting and furnishings programs and projects which require a variety of planning, budgeting, coordinating and negotiating functions to ensure the efficient and economical development, acquisition construction, operation and management of local resources. The housing manager overseas is required to deal with a variety of complicating factors which are not typically associated with jobs. Listed below are some of these factors which add to the complexity of the housing managers jobs:

a. Building codes and practices in host countries differ from those in the US and require the Housing Managers to be knowledgeable of them and add to difficulty in repairing and upgrading facilities. Problems are constantly experienced in resolving different US and host country construction and maintenance standards.

b. Overseas housing management relies heavily on a leasing program to fill housing requirements whereas stateside management is generally not concerned with leased housing. The overseas housing manager's responsibilities are much greater. He must evaluate available housing for leasing, analyze market trends, initiate a build-to lease program. Develops data for and assist with contract negotiation for leased housing and evaluate and coordinate maintenance requirements and services. Leased housing complexes are generally located within the local community and isolated from the main installation where most facilities are located, e.g., post exchange commissary, schools and medical facilities. Problems result from language differences, additional security requirements, and occupant tensions and disputes.

c. Many of the buildings overseas are multi-family type (18-24 dwelling units) unlike the duplex or garden structure which comprise many stateside housing units. This "stairwell" living style mandates a high level of management interest in maintenance of "quality of life" issues. There is no stateside counterpart for the Intensive Senior Occupancy Program Area, (Building and Stairwell coordinator) in USAREUR installation.

d. Complexities of the furnishings management program involve coordination with foreign transportation contractors, warehouse owners, and warehouse workers (many of whom are not bilingual) and maintenance and requisitions of optimum quantities of furnishings to provide adequate support.

e. Funding is a further complicating characteristic since many expenditures have to be programed in foreign currency. Programming of adequate funds in the appropriate accounts is complex due to often-times significant and unpredictable changes in currency conversion rates, salaries, rents, utilities, tariffs and rates.

f. The overseas housing manager is responsible for dealing with a variety of programs specifically related to overseas including: authorization of travel for families of service members, administration of the temporary lodging allowance program involving large dollar amounts, involvement in the rent-plus allowance for all military residing off-post,

Figure 4-8. DA Evaluation Statement—JN3—Continued

and housing of all DOD connected civilians including determination of eligibility for degree of support.

Experienced judgement is used in adapting conventional methods to resolve unusual problems. Continuous analysis and evaluation of housing trends, market conditions, cost involved, housing prices, host country laws and practices are necessary to make decisions and develop policies. This position meets the criteria for Factor Level 4-5 because of the significant complexities and responsibilities added by the overseas environment.

Factor 5, Scope and Effect, Level 5-5, 325 Points.

The purpose of the work is to provide housing management services for a very large overseas subcommand. The program is unique and complex due to wide dispersion, different types of housing facilities, different laws, regulations and customs, special entitlements and many other complicating factors. Provision of adequate housing for the service member and his dependents supports their morale, well-being and retention. Also, effective operation assures maintenance of good relations with host country and affects the American image overseas.

Factor 6, Personal Contacts, Level 6-4, 110 Points.

Factor 7, Purpose of Contacts, Level 7-4, 220 Points.

The Housing Manager has contacts with many different individuals concerning a wide variety of issues. He represents the command in meeting with high ranking officials e.g., city mayors and presidents of construction firms. He uses tact and diplomacy in resolving conflicts and complaints, in negotiating agreements with vendors, in "selling" the housing program, and in justifying proposed projects. He is responsible for exploring the issues, developing compromise solutions and alternatives and providing guidance in the solution of housing problems. Many of these contacts occur in unstructured settings and require the Housing Manager to be flexible and skillful in gaining rapport and adapting his approach to fit the particular situation. Both the level of contacts and the purpose of the contacts compare favorably with Factor Level 6-4 and 7-4 in the GS-1173 standard which depicts contacts with high ranking officials in unstructured settings to justify, defend, negotiate or settle significant or highly controversial matters.

OPM Advisory Opinion

The summary evaluation below is based primarily on the position information in JN 3 and the supplemental evaluation statement submitted by the Department of the Army.

Summary Evaluation

- (a) Factor 1, Knowledge Required by the Position - Level 1-8 (1550 points)
- (b) Factor 2, Supervisory Controls Level 2-5 (650 points)
- (c) Factor 3, Guidelines Level 3-4 (450 points)
- (d) Factor 4, Complexity Level 4-5 (325 points)
- (e) Factor 5, Scope and Effect Level 5-4 (325 points)
- (f) Factor 6, Personal Contacts Level 6-3 (110 points)
- (g) Factor 7, Purpose of Contacts Level 7-4 (220 points)
- (h) Factor 8, Physical Demands Level 8-1 (5 points)
- (i) Factor 9, Work Environment Level 9-1 (5 points)
- (j) The total of 3640 points converts to grade 13

Comments on Major Factors

Factor 1 - Knowledge Required by the Position

A position with the duties, responsibilities and characteristics portrayed in JN 3 meets Level 1-8 for this factor by reference to the FLD of the standard for GS-1173.

Factor 2 - Supervisory Controls

As described in JN 3, the position meets Level 2-5 by reference to the FLD.

Factor 3 - Guidelines

We see the position as supportable at Level 3-4. At this level the FLD shows that the following apply:

- guides are usually inadequate for dealing with the unusually difficult problems associated with the broad management planning normally required
- the incumbent is required to select, adapt and apply housing policies and principles to assigned projects where precedents are not directly applicable to the coordination of work forces and resources or the negotiation of major issues and conflicts

Figure 4-9. OPM Advisory Opinion—JN3

- the incumbent must develop new operating techniques and use experienced judgement in selecting approaches and evaluating management programs and related housing trends or developments.

We would not credit Level 3-5. At this level the FLD indicates that the incumbent develops new, unique or improved management criteria or methodology where existing guidelines are totally lacking in content or applicability and there is responsibility for developing policies, standards, procedures and instructions for nationwide guidance. We see this level as primarily applicable to positions in the Department of the Army housing management office.

Factor 4 - Complexity

As described in JN 3 and the supplemental evaluation statements submitted by the Department of the Army, the position meets Level 4-5 by reference to the criteria in BMK #3 for Housing Management Specialist GS-12.

Factor 5 - Scope and Effect

As described in JN 3 and the supplemental evaluation statements submitted by the Department of the Army, the position meets Level 5-5 by reference to the criteria in the FLD.

Factor 6 - Personal Contacts

As described in JN 3, the position meets Level 6-4 by reference to the FLD.

Factor 7 - Purpose of Contacts

As described in JN 3 and the supplemental evaluation statements submitted by the Department of the Army, the position meets Level 7-4 by reference to the FLD.

The above analysis assumes the presence in installations and activities coming within the purview of the subcommand of the full range of situational and environmental elements described in our advisory opinion on JN 2, and that these have a major impact on the knowledges and skills required of the subcommand housing manager, and on the complexity of his work.

Chapter 5

Directorate of Engineering and Housing Division

Chief Positions at Installation Level

5-1. Contents

This chapter provides sample job descriptions and OPM evaluations for four professional engineering division chief positions in the Directorate of Engineering and Housing at installation level.

a. A sample job description for the position as Chief, Utilities Division, is at figure 5-1. Figure 5-2 is the OPM Position Evaluation.

b. A sample job description for the position of Chief, Building and Grounds Division, is at figure 5-3. Figure 5-4 is the OPM Position Evaluation.

c. A sample job description for the position of Chief, Engineering Resources Management Division, is at figure 5-5. Figure 5-6 is the OPM Position Evaluation.

d. A sample job description for the position of Chief, Engineering Plans and Services Division, is at figure 5-7. Figure 5-8 is the OPM Position Evaluation.

5-2. Grade evaluation criteria

Due to their mixed nature (engineering, and management and direction of a large program), the absence of a clearly applicable standard, and their importance in meeting the objectives of the installation Facilities Engineering Program, classification assistance was requested from OPM. In response, the Department of the Army was advised that when the jobs exercise professional engineering and managerial skills as described in an organizational setting of the magnitude and scope depicted by the quantitative (statistical) material shown, the positions are classifiable as professional engineers at grade GS-13.

a. The larger DEH organizations have a potential for having the Chief, Buildings and Grounds (B&G) Division; Chief, Utilities Division; Chief, Engineering Resources Management (ERM) Division; and Chief, Engineering Plans and Services (EP&S) Division meet the criteria in this chapter. Eligibility for its use will be directly dependent upon the position(s) requiring professional engineering knowledges to perform the broad management type responsibilities shown (except for the Chief, EP&S, which is evaluated by the Supervisory Grade-Evaluation Guide).

(1) Statistical type data are not absolute quantities. Any deviation below the quantities shown, however, will be carefully considered and the extent to which their deviation(s) affect the final grade will be documented in the evaluation statement. The prime quantitative factors are population served, size of budget, square feet of floor space, and for the Utilities and B&G positions, the number of employees supervised. Prime to the EP&S position is the degree of supervision, pay category, and grade level of positions supervised. If, in the evaluation of an individual position, one of these prime statistical factors falls not more than approximately 10 percent short of the criteria, consideration should be given as to whether that

factor is offset by an overage in another of the above prime factors, or by significant overages in a large majority of the remainder of the quantitative factors, using sound classification judgment. Also due consideration and credit must be given to the effect of any "contracting out" on the evaluation of a position.

(2) This chapter is intended for use where management has assigned duties and responsibilities having the scope and complexity, as described in the sample position descriptions and OPM evaluations. It is possible that while the magnitude and scope (statistical data) are present, the assignment of professional engineering and management responsibilities may be such that any one or more of the Division Chief positions for B&G, Utilities, or ERM, could not be evaluated by this guide. It is also possible for professional engineering and management responsibilities to be present, but the absence of meeting the statistical requirements (scope) will preclude application of the guide to one or more of these three positions. Quantitative data to be used in evaluating position responsibilities will be that contained in the most recent FY year-end Technical Data Report (RCS ENG-94 (R-9)).

b. Some of the OPM Important Position Information is considered to require explanation. The work force being directed (B&G, Utilities, or ERM), while consisting primarily of trades and crafts employees, normally includes the direction of subordinate branches headed by professional engineers and/or subprograms requiring professional positions as would be engaged in, for example, ecology, pollution control, forestry, fish and wildlife, etc. A minimum of one subordinate professional position (i.e., graduate or registered engineer) must exist in order to support evaluation of the Division Chief position to the GS-13 level. Further, the supporting professional engineering position must demonstrate the application of professional skills and knowledges for at least a majority of the time to continue allocation of the Division Chief to GS-13.

c. The kinds of facilities engineering services which are regularly extended to off-base facilities would include, for example, Army Reserve Centers, off-post housing, training and test facilities, and recreation areas. While it is expected the larger installations for which this guide is applicable, will encompass several hundred buildings, the word "buildings" should be interpreted as including all categories of structures/facilities on the installation Real Property Records, for which planning and maintenance must be done.

5-3. Borderline cases

Cases where one of the primary quantitative criteria is deficient by an amount exceeding 10 percent, but which can possibly be compensated for by significant overages in the other primary quantitative criteria, should be submitted to the Commander, PERSCOM, (TAPC-CPF-P), Alexandria, VA 22332-0360, for grade determination.

SUPERVISORY CONTROLS

General supervision is exercised by the Director of Engineering and Housing (DEH) who provide broad outlines as to objectives and results desired. Independently develops outlines to obtain satisfactory results; initiates action on all matters in area of assignment refers to supervisor those that require higher echelon interpretation of formulation of policy; discusses with Director those matters likely to generate significant controversy or interest, or indicate need for redirection of program activities. Technical recommendations and decisions are accepted as accurate and adequate. Supervisor is kept informed through informal discussions, conferences, consultations, reports analysis of data and an occasional spot check of divisional activities. Completed work is reviewed for compliance with policy and attainment of program objectives.

MAJOR DUTIES

Serves as Chief of the Utilities Division and as technical advisor to the DEH on all aspects of the utilities phases of the Directorate's responsibility. Utilities Division is typically one composed of a work force of at least 125 employees; a division operating budget of at least \$10 million; utilities typified by boiler plants of total rated horsepower capacity of 10,000 and total BTU output of 400 million; cold storage plants totalling about 200 ton capacity and about 300 horsepower; air conditioning plants of 7500 ton capacity totalling at least 10,000 horsepower; installation total steampower capacity of 500 horsepower or 1.25 billion BTU's; electrical distribution lines of about 1 million lineal feet; about 1500 family housing units and several hundred other buildings involving over 5 million square feet of floor space; sewage disposal (about 500 million gallons of sewage treated each year) and water filtration or softening plants and lines to meet water distribution mains and sewage requirement for an area covering 5000 improved acres with a population of 25,000 or more military and civilian; interior systems within all buildings; intrusion detection systems; and complex utilities monitoring systems. The utilities systems support a very wide range of base activities and facilities including: military training complexes; hospital and other medical facilities; schools; police and detention center; housing facilities; shopping centers; recreation areas; office facilities; food service facilities; airfields; ammunition, explosive and ordnance storage and disposal facilities; and others.

1. Manages through branch heads, who are ordinarily professional engineers, or subprograms requiring professional positions, a utilities division normally composed of several branches. Determines which divisional programs should be initiated, dropped, or curtailed; resources to devote to projects;

Figure 5-1. Chief, Utilities Division

and the degree to which programs are to be emphasized. Changes the utilities segment of the organization; delegates authority; assures coordination between subordinate units; and establishes control measures to provide data for the Director and higher management. Develops means of substantially reducing costs without impairing operations; provides justifications for major expenditures for equipment, facilities, etc. Resolves differences between branch chiefs and is involved with conclusive personnel actions such as selections and disciplinary actions, with subordinate supervisors and other key employees. Studies the immediate (annual) and long range requirements (up to 5 years) of the Division based on funds available or funds needed for long range planning, and recommends adjustments to the Division's plans. Provides supporting documentation for recommendations, changing existing plans in view of existing capabilities, current and projected manpower requirements, and studies of projected utilities systems needs. Considers the current status of existing utilities systems as well as their status in future (up to 5 years).

2. Utilizes professional engineering skills and knowledges, familiarity with overall policies and procedures, knowledge of latest technological advances in facilities management, and an ability to evaluate and analyze in order to plan coordinate, and accomplish the division's responsibility for the operation, maintenance, repair and services of electrical, mechanical, and sanitary systems. Ensures that materials, structures, and equipment are in accordance with requirements of the National Fire Protection Association, Bureau of Standards, American Standard Safety Code for Elevators and Dumbwaiters and Federal, State, and local environmental criteria applicable to air and water pollution abatement. Analyzes electrical, mechanical and sanitary facilities for optimum efficiency and initiates engineering projects in area of interest for Engineering Plans and Services Division. Conducts engineering studies of electrical distribution systems, evaluates new materials and techniques to reduce energy consumption; determines operation and maintenance requirements of existing and new facilities to identify budgetary needs and establish work management programs. Interprets engineering criteria, plans, and specifications for in-house projects. Reviews Military Construction, Army (MCA) plans and specifications, confers with Architects, Consulting Engineers, and Corps Division and District Engineers on design matters and appears as an expert witness before regulatory commissions and military boards, as required.

3. Through subordinate supervisors directs and reviews the work performed in the various utilities shops and plants. Based on review of plans, progress reports, operating maintenance records, supply and equipment requirements, and inspections conducts conferences with subordinate supervisors and activities serviced to discuss plans, budget and personnel requirements, and priorities. Advises subordinate supervisors on the integration of various projects to include emergency, normal day-to-day operations and scheduled maintenance. Determines personnel requirement for the division and the projects; assures employees are being oriented;

Figure 5-1. Chief, Utilities Division—Continued

receiving proper guidance and training; understand assignments; and are properly evaluated. Promptly resolves complaints and grievances and attempts to make satisfactory adjustments. Encourages participation in suggestion program; establishes safe working practices and eliminates unsafe working conditions; supports equal employment opportunity; labor-management relationships and negotiations and operations under union contract. Recommends the major changes needed by subordinate functional branches, discusses and defends with Director.

4. Represents the DEH in meetings and conferences with engineers of other organizations and with contractors. Represents the DEH in the procurement of utilities, to include electrical, natural gas, water, sewage and trash collection and disposal, steam, and other similar services. Evaluates services of utilities with respect to capability and reliability when determining the best and most economical method of procurement; evaluating the available rate schedules in term of such technical elements as demand, commodity, power factor, land factor, fuel and special charges; determines most economical rate available, evaluating reasonableness of correction and/or termination charges; and with the Director of Contracting negotiates with Utility Companies for services and assists in the annual review to insure proper reimbursements are made. Calculates rates applicable to different classes of customers, measures or calculates consumption, and insures proper reimbursement of billing procedures. Supervises the function of the Utilities Sales Officer on contracts for sale of utilities services. Coordinates with and furnishes technical information to the installation Contracting Officer on contracts for the purchase of utilities services. Maintains liaison with local utilities service suppliers and state utilities regulatory commission.

Performs other duties as assigned.

Figure 5-1. Chief, Utilities Division—Continued

OPM Position Evaluation
Chief, Utilities Division
Directorate of Engineering and Housing

Important Position Information

The incumbent is responsible for planning and directing comprehensive programs for the operation, maintenance, repair, and improvement of utility plants and systems at a large Army installation. The chief's work involves: 1) determining operating and maintenance requirements; 2) forecasting material and manpower needs; 3) organizing and directing program resources; 4) evaluating program effectiveness; 5) seeking and implementing program improvements; 6) promoting energy conservation; and 7) controlling pollution.

a. The chief directs a workforce of at least 125, composed primarily of trades and craft employees, through branch (sub-program) heads who are ordinarily professional engineers.

b. The scope and magnitude of the utilities program is shown in some extent by the following:

- boiler plant with rated capacity of 10,000 horsepower and output of 400 million BTU's.
- cold storage plants of 200 ton capacity and 300 horsepower.
- air-conditioning plants of 7500 ton capacity and at least 10,000 horsepower.
- steampower facilities with 500 horsepower capacity and 1.25 million BTU's.
- electrical distribution lines of about 1 million lineal feet.
- water supply treatment, storage and distribution systems for an area covering 5000 improved acres with a population of 25,000 or more.
- waste water collection, treatment, and disposal systems (over 500 million gallons of sewage treated each year).
- solid waste processing systems to include resource recovery/recycling and refuse collection and disposal.
- interior systems (electrical, plumbing, heat, air-conditioning, etc.) affecting 1500 housing units and several hundred other buildings; over 5 million square feet of floor space are involved.
- intrusion detection systems.
- utilities monitoring systems.

c. The utilities systems support a very wide range of base activities and facilities including: military training complexes; hospital and other medical facilities; schools; police and detention center; housing

Figure 5-2. OPM Position Evaluation—Utilities Division

facilities; shopping centers; recreation areas; office facilities; food service facilities; airfields; ammunition, explosive and ordnance storage and disposal facilities; and others.

d. Engineering skills, knowledges, and abilities come into play in the following areas of work:

- conducting engineering load studies of electrical distribution systems.
- analyzing environmental control systems in hospitals.
- evaluating new materials and techniques to reduce energy consumption.
- analyzing electrical and mechanical facilities for optimum efficiency.
- interpreting engineering criteria, plans and specification for in-house projects.
- initiating engineering projects to improve operations and equipment.
- providing input to energy and environmental impact statements.
- interpreting Federal, State and local environmental criteria applicable to reduction of air pollution and taking actions to insure compliance.

e. The chief works with a division operating budget of at least 10 million dollars.

Grade Evaluation

The incumbent's position is appropriately evaluated by reference to the standards for the Facility Management Series, GS-1640. It is the most nearly related standard for the kind of work performed. The work requires: 1) administrative and managerial skills and abilities; 2) technical knowledge of the operating capabilities and maintenance requirements of various kinds of physical plants and equipment. It also involves directing work performed by a variety of trades and labor employees and considerable knowledge of such work. Facilities management knowledge and skills are essential. However, these must be combined with professional engineering knowledges and abilities to make the kinds of management and engineering analyses, evaluations and judgements called for in the position.

a. Facility manager positions covered by the GS-1640 standards are evaluated through use of "management factors", "technical factors", and "personal factors." The grade level criteria associated with these factors are supplemented by "work situation" descriptive material which aids in applying the factors.

b. We see the Chief, Utilities Division position exceeding the Facility Manager GS-12 criteria in many respects. (GS-12 is the highest level described in the standards.)

Figure 5-2. OPM Position Evaluation—Utilities Division—Continued

c. With respect to management factors, the incumbent's situation is stronger than that of the Facility Manager GS-12 because of the following:

(1) The establishment served is much greater than that served by the Facility Manager GS-12. The incumbent works at a large military base with a population of at least 25,000, including military personnel, civilian employees, and civilian residents. The base includes 5,000 or more acres of improved land and several hundred buildings exclusive of residential units. By comparison, the Facility Manager GS-12 deals with a hospital plant consisting of 84 buildings on 300 acres of land and involving 1800 members of the staff and patients.

(2) The plants and facilities systems involved are substantially greater in magnitude than those which would be present in a hospital plant. For example, they are characterized by a total steampower capacity of 1.25 billion BTU's; boiler plants with 10,000 horsepower capacity; a capability to treat 500 million or more gallons of sewage a year; electrical distribution lines of one million lineal feet; and extensive fuel support operations involving gas generation plants, liquefied petroleum gas distribution, and solid fuel yards.

(3) The incumbent deals with a greater variety of utilities services (e.g., water supply treatment, wastewater treatment, and solid waste processing to include resource recovery and recycling) than those contemplated by the GS-12 Facility Manager's situation.

(4) The planning requirements clearly exceed those of the Facility Manager GS-12 because of:

- the magnitude, variety, and dispersion of the plants and services
- the demands placed on the utilities program for meeting the needs of both large military missions (see base population figures above) and the many supporting activities of the base
- the demands for energy conservation and environmental protection measures (and the need to balance these with utilities service requirements)
- the mix of substantial professional engineering activities with extensive practical work in the operation, maintenance, and repair of utilities and their components.

(5) The size of the subordinate staff is greater (at least 125 vs. 100) than for the work situation described for the Facility Manager GS-12.

(6) A portion of the utilities services is obtained by contracts. This involves the incumbent in many aspects of the procurement process.

d. With respect to the technical factors, the incumbent's situation is stronger than that of the Facility Manager GS-12 because of the following:

(1) The scope of equipment operation and repair is greater. The incumbent is responsible for plants and systems servicing a large military base with many more activities and much greater utilities support needs than those associated with a large hospital plant.

Figure 5-2. OPM Position Evaluation—Utilities Division—Continued

(2) As indicated above, the utilities program covers a greater variety of activities including some such as water supply treatment and solid waste resource recovery and recycling operations which would normally not be expected in hospital plant operations. The above together with the greater capacities and extensiveness of the utilities systems make for more demanding technical decisions than those associated with the work situation of the Facility Manager GS-12.

(3) The incumbent is responsible for a number of work activities which draw upon engineering knowledge and abilities (these are described above under "Important Position Information"). Such activities would bring about a substantially greater technical demand than that described or implied in the technical factors for Facility Manager, GS-12 in the GS-1640 standards. These include the major engineering initiatives required for energy conservation and environmental protection.

e. Regarding personal factors, these are at least as great for the incumbent as for the Facility Manager, GS-12. The GS-12 must be able to represent the agency in negotiations with architects, engineers, and contractors. The incumbent represents the Directorate in negotiations with architects, engineers, and Corps Division and District Engineers on design matters concerned with major construction projects. He appears as expert witness before regulatory commissions and military boards.

f. On an overall basis, the Chief, Utilities Division position is sufficiently stronger than Facility Manager, GS-12 work to support GS-13.

Figure 5-2. OPM Position Evaluation—Utilities Division—Continued

SUPERVISORY CONTROLS

General supervision is exercised by the Director of Engineering and Housing who provides broad outlines as to objectives and results desired. Independently develops outlines to obtain satisfactory results; initiates action on all matters in area of assignment; refers to Director those matters that affect programs or projects outside the Division's jurisdiction, or those that require higher echelon interpretation or formulation of policy; discusses with Director those matters likely to generate significant controversy or interest, or which indicate need for significant redirection of program activities. Technical recommendations and decisions are accepted as accurate and adequate. Supervisor is kept informed and review of work is accomplished through informal discussion, conferences, consultations, reports and an occasional spot check of divisional activities. Completed work is reviewed for compliance with policy and attainment of program objectives.

MAJOR DUTIES

Serves as Chief of Building and Grounds Division and as technical advisor to the DEH on all aspects of the buildings and grounds phases of the Directorate's responsibilities. Buildings and Grounds Division is typically one composed of a workforce of at least 125, primarily in trades and craft occupations at an installation/activity having a civilian and military population of 25,000 or more and encompassing at least 5,000 improved acres; several hundred concrete, steel, and frame structures (excluding family housing) which are commercial and industrial in nature; 5 million square feet of floor space; 1,500 family housing units; and an operating budget of at least \$10 million dollars. The program supports a wide range of base activities and facilities including military training complexes; hospitals and other medical facilities; schools; police and detention center; housing facilities; shopping centers; recreation areas; food service; airfields; railroads; ammunition, explosives and ordnance storage and disposal facilities.

1. Manages through branch heads, who are ordinarily professional engineers, or subprograms requiring professional positions, a building and grounds division responsible for a combination of the following: buildings and structures, roads and railroads, and land management to include the contemporary functions for forestry, fish and wildlife, and entomology. Determines which divisional programs should be initiated, dropped, or curtailed; resources to be devoted to projects; and the degree to which programs are to be emphasized. Changes the buildings and grounds segment of the organization; delegates authority; assures coordination among subordinate units; and establishes control measures which provide valid data for the Director and higher management. Develops means of reducing costs without impairing operations; provides justification for major expenditures on equipment, facilities, etc. Evaluates the immediate (annual) and long-range requirements (up to 5 years) of the Division. Based on funds available or funds needed for long-range planning, recommends adjustments to Division's plans. Provides supporting documentation for recommendations

Figure 5-3. Chief, Buildings and Grounds Division

changing existing plans in view of existing and projected capabilities and needs. Considers the current status of existing structures and systems as well as their status in the future (up to 5 years).

2. Utilizes professional engineering skills and knowledges to provide the guidance necessary to accomplish maintenance, repair, improvements and analysis of buildings, structures, and related appurtenances. Guidance varies in complexity from highly sophisticated techniques developed through analysis to commonly utilized modern methodology. Provides technical engineering data to be utilized by the Engineering Plans and Services Division in initiating engineer projects and development of contract documents. Provides engineering review of all plans and specifications in areas of concern for adequacy, feasibility of construction, conformance with policy, and maintainability. Conducts annual engineering inspections, develops technical documentation, and prepares analytical reports containing, for example, structural analysis of roof and bridge trusses. Determines the certification requirements needed to satisfy state environmental protection laws and Federal authorities.

3. Directs and reviews the work performed in the Division. Based on review of plans, progress reports, preventive maintenance records, supply and equipment requirements, and personal inspection of the activities, conducts conferences with subordinate supervisors and activities serviced to discuss plans, budget, personnel requirements, priorities, etc. Advises subordinate supervisors on how to better accomplish the day-to-day plans; reassigns personnel spaces in view of workload demands; determines personnel requirements and delegates supervisory responsibilities for major projects; assures that employees are oriented, receive proper guidance and training, understand work requirements, and are properly evaluated. Evaluates skill training needs, recommends training, reassignments, or removal. Monitors sick and annual leave usage, assuring against abuse, and recommends appropriate disciplinary action when required. Resolves complaints and grievances, and attempts to make satisfactory adjustments. Encourages participation in suggestion program; establishes safe working practices and eliminates unsafe conditions. Maintains records, prepares correspondence, and reports on the operations of the Division.

4. Works with the Chief, Engineering Plans and Services Division and Utilities Division in coordinating in-house and contract resources in insuring that engineering of the projects fully consider the capabilities of the in-house work force and the field conditions. Confers with architects, consultant engineers, and representatives of the Corps of Engineers on design matters. Appears as expert witness before regulatory commissions and military boards, as required.

Performs other duties as assigned.

Figure 5-3. Chief, Buildings and Grounds Division—Continued

OPM Position Evaluation
Chief, Building & Grounds Division
Directorate of Engineering and Housing

Important Position Information

The incumbent is responsible for planning and directing comprehensive programs for the operation, maintenance, repair, and improvement of buildings, structures, roads, railroads, and lands (including forests, and fish and wildlife habitats) at a large Army installation. The chief's work involves: 1) determining operating and maintenance requirements, 2) determining material and manpower needs, 3) organizing and directing program resources, 4) evaluating program effectiveness, 5) seeking and implementing program improvements, and 6) promoting conservation of natural resources.

a. The chief directs a workforce of at least 125, composed primarily of trades and craft employees, through branch (or sub-program) heads who are ordinarily professional engineers.

b. The scope and magnitude of the buildings and grounds program is shown by the following:

(1) The program supports a very wide range of base activities and facilities including military training complexes; hospitals and other medical facilities; schools; police and detention center; housing facilities; shopping centers; recreation areas; food service facilities; airfields; railroads; ammunition, explosive and ordnance storage and disposal facilities; and others.

(2) The facilities engineering services cover at least 5,000 improved acres.

(3) The area involved includes concrete, steel and frame structures which provide 5 million or more square feet of space.

(4) The area serviced includes several hundred buildings, exclusive of family housing units.

(5) The base contains 1500 or more family housing units.

(6) The base population is 25,000 or more including military personnel, civilian employees, and persons in residence.

(7) The program's land management includes substantial forestry services, maintenance and improvement of fish and wildlife habitats, and pest control activities.

(8) Facilities engineering services regularly extend to off-base facilities which are several miles away.

c. The chief works with a division operating budget of at least 10 million dollars.

Figure 5-4. OPM Position Evaluation—B&G Division

d. Engineering skills, knowledges, and abilities come into play in the following areas of work:

- conducting and supervising the conduct of structural analyses for roof trusses, bridges and other critical structures or structural components.
- technical reviewing of plans and specifications prepared by design personnel to minimize post-construction maintenance and repair problems.
- making engineering reviews to assure compatibility of design concepts with installation/activity missions.
- providing technical engineering data for use by the Engineering Plans and Services Division in initiating engineer projects and development of contract documents.
- evaluating new developments that pertain to structural analysis, pavement maintenance, and building preventive maintenance.
- evaluating proposals for energy conservation.

Grade Evaluation

The incumbent's position is appropriately evaluated by reference to the standards for the Facility Management Series, GS-1640. The work requires 1) administrative and managerial skills and abilities, and 2) technical knowledge of the operating capabilities and maintenance requirements of various kinds of physical plants and equipment. It also involves directing work performed by a variety of trades and labor employees and requires substantive knowledge of such work. Facilities management knowledges and skills are essential and must be combined with professional engineering knowledges and abilities in order to make the kinds of analyses, evaluations, and judgements called for in the position.

a. Facility Manager positions covered by the GS-1640 standards are evaluated through use of "management factors," "technical factors," and "personal factors." The grade level criteria associated with these factors are supplemented by "work situation" descriptive material which aids in applying the factors.

b. We see the Chief, Building and Grounds Division position exceeding the Facility Manager GS-12 criteria in many respects (GS-12 is the highest level described in the standards).

c. With respect to the management factors, the incumbent's situation is stronger than that of the Facility Manager, GS-12, because of the following:

(1) The magnitude of the facilities involved and the work or environmental setting is much greater. The GS-12 manager of the standard works at a hospital plant consisting of 84 buildings on 300 acres of land. There are about 1800 persons involved, including staff and patients. The gross floor area is 930,000 square feet. As contrasted with this, the incumbent works at a large military base involving at least several hundred buildings, exclusive of housing units (1500); over 5000 improved acres; over 5 million square feet of floor space; and 25,000 people.

Figure 5-4. OPM Position Evaluation—B&G Division—Continued

(2) The variety of facilities supported is much greater. In addition to the activities shown for the GS-12 manager of the standard, the following apply to the incumbent's position: extensive military training complexes; airfields; railroads; schools; extensive housing facilities (family and military); shopping centers; police and detention centers; ammunition, explosive and ordnance storage and disposal facilities; forestry preserves; and fish and wildlife habitats.

(3) The incumbent must service significant off-base activities which are several miles away.

(4) The incumbent works in a setting where his efforts must be coordinated with a number of base program directors (medical facilities, aviation facilities, research and development facilities, supply and storage facilities, etc.)

(5) The incumbent is charged with giving substantial attention to environmental protection and energy savings considerations.

(6) The incumbent supervises a staff of 125 or more employees including professional, technical, clerical, and a wide variety of trades and crafts employees. The GS-12 Facility Manager of the standards is aided by a staff of 100 employees. The hospital setting contemplated by the standard would involve fewer professional and technical jobs and a lesser variety of trades and craft jobs.

d. The above items collectively indicate that the management factors (planning, direction, review, coordination, and utilization of resources) would support greater credit for the incumbent's position than for the Facility Manager GS-12 described in the standard.

e. With respect to the technical factors, the standards indicate that 1) the gross square footage of space, 2) the scope of equipment operation and repair activities, and 3) the nature of equipment and facilities come into play in the assessment of the job.

f. Regarding the first item, the incumbent's position shows more strength than that of the GS-12 Facility Manager of the standard because it involves 5 million or more gross square footage as against less than 1 million.

g. Regarding the second and third items, comparisons are difficult because of the limited specific information in the standards. However, the following indicates that the incumbent's situation is stronger than that of the GS-12 Manager of the standard:

(1) The total number of buildings involved is much greater. Several hundred buildings and 1500 housing units versus 84 buildings.

(2) The incumbent's situation involves structures and facilities not associated with the hospital plant situation described in the GS-12 standards. These include: bridges, airfields, other aviation facilities, military training complexes, railroads, extensive forestry lands, fish and wildlife habitats, shopping centers, and ammunition and ordnance storage and disposal facilities.

Figure 5-4. OPM Position Evaluation—B&G Division—Continued

(3) The equipment associated with the following occupations in the incumbent's situation is not likely to be present in the hospital plant situation of the GS-12 Facility Manager: railroad mechanic; asphalt worker; blaster; crusher operator; agronomist; forestry technician; biological technician; and pest controller.

(4) The improved area in the incumbent's situation covers 5000 or more acres versus 300 total acres in the hospital plant situation of the GS-12 standard.

h. Apart from the above, the technical engineering activities that come into play (described above under "Important Position Information") suggest that the technical factors in the incumbent's position exceed those of the Facility Manager GS-12 of the standard.

i. Regarding personal factors, these are at least as great for the incumbent as for the Facility Manager, GS-12. He represents the Directorate in negotiations with architects, engineers, and contractors. He confers with architects, consulting engineers, Corps Division and District Engineers on design matters concerned with major construction projects. He appears as expert witness before regulatory commissions and military boards.

j. On an overall basis, the Chief, Buildings and Grounds Division position is sufficiently stronger than Facility Manager GS-12 work to support GS-13.

Figure 5-4. OPM Position Evaluation—B&G Division—Continued

SUPERVISORY CONTROLS

General supervision is exercised by the Director of Engineering and Housing who independently develops outlines to obtain desired results; initiates action on all matters in area of assignment, refers to supervisor those matters that affect programs or projects outside the Division's jurisdiction, or those that require higher echelon interpretation or formulation of policy; discusses with Director matters likely to generate significant controversy or interest, or indicate need for significant redirection of program. Technical recommendations and decisions are accepted as accurate and adequate. Supervisor is kept informed through informal discussions, conferences, consultation, analysis of operating and cost data, and an occasional spot check of the division's activities.

MAJOR DUTIES

Serves as Chief, Engineering Resources Management Division and advisor to the Director of Engineering and Housing on all industrial engineering and budget management aspects of the Director's responsibilities. The Engineering Resources Management Division is typically composed of a workforce of professional and technical employees and a budget of about \$20 million to ensure facilities engineering resources are effectively and efficiently utilized in accomplishing the real property maintenance mission at an installation of 25,000 or more; several hundred concrete, steel, and frame structures which are commercial and industrial in nature and unique to a military activity and have at least 5 million square feet of floor space; at least 1500 family housing units; supporting utility systems to include steam boiler plants having total rated horsepower of 10,000; total BTU output of about 400 million; installation total steampower capacity of 500 horsepower or 1.25 billion BTU's; cold storage plants totalling at least 200 ton capacity and 300 horsepower; air conditioning plants of at least 7500 ton capacity totalling 10,000 horsepower; electrical distribution lines of 1 million or more lineal feet; sewage disposal and water filtration or softening plants and lines to meet water distribution mains and sewage requirements; interior systems within all buildings; intrusion detection systems; and complex utilities monitoring systems. The Engineering Resources Management Division supports a very wide range of base activities and facilities including military training complexes; hospitals and other medical facilities; schools; police and detention center; housing facilities; shopping centers; recreation areas; food service; airfields; railroads; ammunition; explosive and ordnance storage and disposal facilities.

1. Manages a division normally composed of several subordinate branch heads, who are ordinarily professional engineers, or subprograms requiring professional positions. Determines what facilities engineering programs should be initiated, dropped, or curtailed; resource to devote to projects; and the degree to which programs are to be emphasized. Changes the organization; delegates authority; assures coordination among subordinate

Figure 5-5. Chief, Engineering Resources Management Division

units; and establishes control measures to provide data for the Director and higher management. Develops means of substantially reducing costs without impairing overall operations; and provides justification for major expenditures. Resolves difference between branch chiefs and is involved with conclusive personnel actions such as selections and disciplinary actions with subordinate supervisors and other key employees.

2. Serve as the principal adviser to the DEH on matters relative to DEH Management; Work Coordination, Fiscal Management, including planning, programming, budgeting, review, and analysis; work project programming, scheduling and control. Coordinates and schedules resources for accomplishment of work by in-house personnel. Makes recommendations on programs to improve productivity of the work force. Exercises considerable responsibility for decisions and/or recommendations in matters relating to work scheduling, production and resources utilization. Has program responsibility for providing industrial engineering service to the DEH organizations including automated systems management of Army-wide standard systems (e.g., Integrated Facilities System) and development of local DEH unique systems applications.

3. Programs, coordinates, and schedules resources to accomplish the most effective execution of work through the most efficient utilization of installation's manpower, materials, and equipment. Has the overall responsibility for final preparation and presentation of the Annual Work Plan (AWP), Unconstrained Requirements Report (URP), Financed/Unfinanced Requirements Report (FURP), Mid-Year Review Report (MYRR), Real Property Maintenance Activity (RPMA) inputs to Command Operating Budget (COB), Budget Execution Review (BER) and Prior Year Performance Report (PYPR). Provides budgetary advice to facilities engineering operating elements. Consolidates annual work plans for all the DEH activities and plans, programs and budgets for all DEH equipment acquisitions needed on immediate and/or projected basis. Such acquisition includes those for which immediate financing exists as well as those for which financial planning will be necessary over a long range period (up to 5 years). Directs the conduct of special studies designed to improve the efficiency and economics of selected Divisions and activities in the Directorate.

4. Responsible for facility condition inspections of all real property facilities and updating of assets data base to provide total list of RPMA deficiencies and dollars required to correct these deficiencies. Prepares manpower and material estimates using engineered performance standards where applicable, and develops local standards where Army-wide standards are not available in forecasting of labor, equipment, and material requirements for individual job orders and standing operation orders. Maintains statistical records and/or visual devices reflecting current status of facilities engineering work programs, including distribution of work forces, status of individual jobs and backlog of work. Analyzes completed work and evaluates shop performance. Determines causes of unsatisfactory performance and recommends action to the operating division to accomplish improvements indicated by analysis.

Figure 5-5. Chief, Engineering Resources Management Division—Continued

5. By preparation of work statements and specifications, performs studies on Commercial Activities. Compares proposed contract cost against collected in-house cost data and recommends the performance to be used (contract or in-house) to accomplish the function. Integrates the work management program with other Engineer and installation programs and insures overall compliance with basic policies. Provides industrial engineering services and technical assistance for increasing the productivity of the facilities engineering work force, to include compliance with DA Management Review and Improvement Program (DAMRIP) and the Defense Integrated Management and Engineering Systems (DIMES), as it relates to DEH Management. Plans and conducts an in-service training program in work management techniques and procedures for facilities engineering personnel. Studies means of reducing operating costs in view of the mission.

6. Utilizing subordinate supervisory and non-supervisory positions directs the work of a variety of specialists (Wage Grade and General Schedule) performing industrial engineering, management analysis, data transcribing, facility inspections, planning and estimating, budget analysis, accounting, warehousing, and transportation and supply management. Plans work to be accomplished, sets priorities, and prepares work schedules. Advises and instructs employees on work and administrative matters and provides solutions to major work problems. Assigns work, interviews and selects new employees, recommends promotions or reassignments, identifies training needs and either provides or arranges training, evaluates performance, resolves complaints, refers group grievances and more serious cases to higher authority, takes such disciplinary measures as warning and reprimanding, recommends remedial action in more serious cases. Resolves differences between key subordinate supervisors and non-supervisory positions responsible for the various branches of the division.

7. Responsible for analyzing changes and trends in workload distribution and in recommending to operating elements and the Director the required shifting of manpower resources commensurate with such analysis. Determines manpower impacts of changing mission requirements and prepares documents necessary to justify and change manpower requirements and authorizations on the Table of Distribution and Allowances (TDA). Advises all operating elements on preparation for manpower surveys; reviews Schedule X's and supporting workload data for all operating elements to ensure accuracy, validity and completeness; coordinates the conduct of the survey for the Director with the manpower survey team; and prepares reclamas for all manpower survey recommendations not concurred in by the Director.

8. Responsible for analyzing, along with the operating element, all inquires from higher headquarters, Army investigative agencies such as the DAIG, CCOA, USAAA, and outside agencies such as GAO and Congress. Prepares written responses for the Director's or Installation Commander's signature, as appropriate, within suspense time allowed.

9. Serve as DEH representative in negotiations involving inter- and intra-service support agreements and in base-wide studies such as consolidation, expansion, or closure.

Performs other duties as assigned.

Figure 5-5. Chief, Engineering Resources Management Division—Continued

OPM Position Evaluation
Chief, Engineering Resources Management Division
Directorate of Engineering and Housing

Important Position Information

The Chief, Engineering Resources Management Division (CERMD) heads the staff organization through which the Director manages and evaluates the DEH program at a large Army installation. The installation comprehends a very wide range of activities and facilities including: military training complexes; hospital and other medical facilities; schools; police and detention centers; housing facilities; executive office complexes; shopping centers; recreation areas; airfields; railroads; ammunition, explosive and ordnance storage and disposal facilities; and others. The DEH program at such an installation has characteristics such as those shown under "Important Position Information" for the Chief, Buildings and Grounds and Chief, Utilities Divisions.

- a. The CERMD carries out his responsibilities through both supervisory and personal performance activities involving: budget management; cost accounting; approval of work requests; work scheduling; work estimating; review of work accomplished; identification of work problems; evaluation of systems, methods, and procedures for accomplishing work; determining causes of work problems and promoting solutions to them; evaluating feasibility of contracting out certain work; exploring methods and procedures for increasing productivity, reducing costs, and conserving energy; developing annual and longer range work plans; integrating DEH program activities with other installation programs; and coordinating overall DEH work program accomplishment
- b. The CERMD applies both general management and industrial engineering knowledges and abilities to his work. He makes decisions and recommendations on matters related to fiscal management, systems management, manpower management, data processing operations, work scheduling and production. He advises operating elements on interpretation of higher headquarters policies and statutory limitations affecting DEH activities. He is responsible for developing performance indicators and methods of control to insure compliance with all policies and guidelines. He has responsibility for organizing and carrying out special studies (especially industrial engineering studies) involving parts or all of the DEH organization. He advises DEH division chiefs on personnel, manpower, budget, and other administrative matters.
- c. The CERMD works with a budget of 20 million or more.

Supervisory Controls

The Director of Engineering and Housing provides broad outlines as to objectives and results directed. Within these broad outlines, the CERMD operates with a high degree of independence in initiating and carrying out activities connected with the management and evaluation of the DEH work program. The CERMD refers to the Director those matter that affect programs or projects outside the Division's jurisdiction, or those that require

Figure 5-6. OPM Position Evaluation—CERMD

higher echelon involvement. The CERMD discusses with the Director matters likely to generate significant controversy or interest, or which indicate need for redirection of the DEH program. Technical recommendations and decisions of the CERMD are accepted as accurate and adequate.

Grade Evaluation

In our view, the standards for the Industrial Engineering Series, GS-896, are the most nearly appropriate instrument for evaluating the CERMD position. They provide a substantial amount of relevant material. However, these standards do not give complete guidance for measuring the CERMD position. This is because the position has some especially important features which are not described in the standards and readily relatable to them. Therefore, in applying the GS-896 criteria important differences between the CERMD position and the engineer positions of the standards need to be taken into account.

a. (We note the Army's use of the standards for the Facility Management Series, GS-1640. These standards are not particularly appropriate because they were designed to measure positions requiring the direction of a work force composed primarily of trades and custodial employees who directly operate and maintain facilities.)

b. With respect to the major factor, "Nature and variety of work," Section B on Pages 25 and 26 of the GS-896 standards has material which lends itself more readily to comparison with the CERMD positions than that of other sections. Under Section B, the Industrial Engineer GS-12 (who is a staff advisor to the head of an industrial plant or production division) has these assignments:

(1) Furnishes advice to the head of the industrial plant and/or the head of the production division leading to the efficient utilization of the industrial plant, including production systems, machinery, equipment, and personnel. He provides guidance for making changes in these facilities as a result of reorganizations, expansions, realignments in plant missions, and broad instructions received from higher headquarters.

(2) Develops or selects appropriate techniques for measuring the efficiency of production activities and for insuring maximum utilization of production machinery, equipment, and personnel.

(3) Identifies any deficiencies in production activities, advises management of those deficiencies, furnishes recommendations to correct the deficiencies, and makes any proposals that may be necessary to promote acceptance of improvements by production personnel.

(4) Serves as the technical authority at the industrial plant in his functional area; coordinates the industrial engineering function with other related activities such as line production organizations, other engineering functions, inspection or quality control, plant maintenance, safety, storage, etc; resolves controversial questions resulting from the planning for and utilization of plant facilities."

c. The CERMD has work which is similar in many ways to the GS-12 assignments described above. For example, he identifies deficiencies in production; advises managers on more efficient use of systems, equipment, and personnel;

Figure 5-6. OPM Position Evaluation—CERMD—Continued

gives guidance on instructions received from higher headquarters; develops or selects techniques for measuring efficiency of production activities; and serves as the technical authority in industrial engineering matters involving base facilities. However, the CERMD's work has many more facets than the work of an employee who specializes as a staff advisor in industrial engineering to the head of an industrial plant or production division. He is concerned with the entire spectrum of DEH activities at a large military installation. The CERMD must relate his work to that of many installation program directors and tenant commanders who are affected by DEH activities. These include program directors for research and development, aviation facilities, medical facilities, community facilities, military housing, training, supply and storage, and others. He advises these officials as well as the Director of Engineering and Housing division heads within the directorate on DEH matters.

d. The CERMD's work includes major responsibilities not contemplated within the scope of a conventional industrial engineering position (particularly one specializing as a staff advisor to a plant head). The CERMD has major budgetary management responsibilities. He is responsible for a directorate budget which exceeds 20 million dollars. He has a key role in planning and programming for the DEH operations as a whole. He develops resources management plans, annual work plans, and long range work plans in fulfilling his key work management role. Further, he is responsible for continuing and periodic evaluation of facilities engineering operations. His industrial engineering activities must be integrated with his larger and broader responsibilities for facilities engineering resources management. His facilities engineering resources management plans, programs, and activities must be carefully integrated with installation resource management plans. (As we understand, the DEH at the typical Army installation spends about 45 to 50% of the installation's resources.) Further, his resource management plans and activities must harmonize with, and take account of, energy conservation and environmental protection objectives. The CERMD also serves as the installation functional manager for all automated DEH systems; he is the single DEH point of contact and expert on all DEH automatic data processing matters. Lastly, the CERMD is instrumental in determining where contracting out of DEH work will occur.

e. In our opinion, the above shows that the CERMD position clearly exceeds that of the GS-12 Industrial Engineer with respect to the factor, "Nature and variety of work."

f. With respect to the factor, supervisory control over the work, the CERMD position, as we understand it, exceeds that described for Industrial Engineer GS-12 in the GS-896 standards. Much of the work of the CERMD cannot be reviewed. (The work of GS-12 project engineers lends itself to more review than the kind of work done by a CERMD.) As we further understand, the CERMD speaks with an authority on DEH management matters exceeded only by the Director and Deputy Director of Engineering and Housing.

g. With respect to the factor, "mental demands," we see the CERMD position as exceeding that of the GS-12 Industrial Engineer. The CERMD must apply a high to very high degree of both technical and practical management judgment

Figure 5-6. OPM Position Evaluation—CERMD—Continued

along with much resourcefulness and originality in developing and executing workable resource management plans which respond to the needs and demands of all the parties involved, at the same time that they conform to official constraints and requirements.

h. With respect to the factor, "Nature and scope of recommendations, decisions, commitments, and conclusions," we see the CERMD position as being at least as strong as that described for the Industrial Engineer GS-12 in the GS-896 standards. The scope of operations and impact of DEH programs at large military installations is potentially greater than those associated with the activities of a staff advisor in industrial engineering in a production plant. Additionally, as compared with such a staff advisor position, the nature of the decisions and commitments involved is such as to suggest higher skills in making significant engineering and management compromises and improvisations.

i. With respect to the factor "person-to-person work relationships," we see the CERMD position as stronger because it involves more than technical points or considerations in working out plans and problems associated with facilities engineering operations. As indicated above, the CERMD must relate his work to that of many program directors and tenant commanders who are not focusing on technical points or the engineering considerations which may be involved in resources management, but on their own priorities.

j. Regarding the factor, guidelines, the CERMD compares favorably with the Industrial Engineer GS-12 of the standards.

k. All factors considered, the CERMD position described in this attachment exceeds in grade value the GS-12 Industrial Engineer of the GS-896 standards. In our opinion, it is properly classified at GS-13.

Figure 5-6. OPM Position Evaluation—CERMD—Continued

SUPERVISORY CONTROLS

General supervision is exercised by the Director and Deputy Director. Receives broad outlines as to the objectives and results desired, developing such outlines to obtain satisfactory results. Review is limited to informal discussions, conferences, consultations, analysis of operating and cost data, with an occasional spot check of divisional activities.

MAJOR DUTIES

Serves as Chief of Engineering Plans and Services Division and technical advisor to the Director and Deputy Director on all aspects of the Engineering phase of the supervisor's responsibilities. Plans, programs, and supervises matters pertaining to installation engineering projects, master planning, MCA programming, MCAR programming, construction inspections, facilities engineering environmental matters, and related functions. Inspects contract execution in coordination with the Directorate of Contracting.

1. Using concepts and principles of professional engineering is responsible for the design, preparation of drawings, specification, and energy impact statements on all facilities engineering projects. Due to a large variety of alteration and modification work, special design knowledge is frequently required to assure that additional work does not overload existing utility systems, create structural hazards by overloading and seriously affect traffic patterns. Since most construction projects handled at the installation level are for alteration type work, unique design capabilities and innovative techniques are required to work within the confines imposed by the existing facilities, as opposed to the relative design freedom associated with new construction.

2. Reviews all Nonappropriated Fund projects (including Army and Air Force Exchange Service and Army and Air Force Motion Picture Service projects) for technical sufficiency. Provides technical assistance to the Contracting Officer in selection of materials, construction methods, and project supervision and inspection.

3. Represents installation at design conferences on projects executed by District Engineers or other construction agencies. For installation contracted projects, acts as Contracting Officer Representative on construction sites and inspects work in progress to ensure that proper construction practices are followed. Accomplishes design of projects for the U.S. Army Reserve Elements located within the designated geographical area of the installation. Design includes engineering analysis as well as plans and specifications. Provides facilities engineering input to environmental impact statements. Develops work packages from maintenance and repair backlog.

Figure 5-7. Chief, Engineering Plans and Services Division

4. Determines most cost effective design in coordination with Engineer Resources Management Division. Develops and coordinates programs, including justifications and supporting data. Organizes appropriate installation planning boards to determine master plan and installation priority of projects. Develops the detailed master planning documents. Serves as engineer representative concerning future mobilization planning. Coordinates the master plan and construction program with the staff of the installation. Prepares annual work plans for the Engineering Plans and Services Division projects and the equipment acquisitions needed on a projected basis. Such planning includes those for which immediate financing exists as well as those for which financial planning will be necessary over a long range period. Planning is accomplished on both an annual and projected 5 year basis. Directs the conduct of special studies designed to improve the efficiency and economy of the Division.

5. Directs all operations of the office. Accomplishes personnel management functions including scheduling leave, evaluating performance, recommending personnel actions, selecting new workers, conducting annual position reviews, approving job description, determining training needs. Resolves differences between key subordinate supervisory personnel (Branch Managers). Establishes vacation schedules based on priority assignments and approves leave for key positions. Conducts management and manpower surveys within the Division and in consideration for the work of the Directorate.

Determines needed revision in proposed functional areas to include reorganization of subordinate units in the Division. Major recommendations are discussed and defended with superiors in the Directorate. Continually studies the work of the Division with a view toward increasing productivity and efficiency. Adjusts assignments and projects in consideration of the total mission, budget, and manpower imposed by others and as personally deemed necessary to improve the mission of the Division. Is responsible for resolving to the extent possible all EEO grievances, classification complaints, and labor-management disputes.

6. Acts as authorized representative of the Contracting Officer and/or District Engineer, for Architect-Engineer (AE) Services contracts for several types of engineering services such as reports, studies, designs (Title I Services) and contract inspection (Title II Services). Conducts fee negotiations and time of work performance required; prepares A-E contract documents and records of negotiations; reviews submitted data for technical and functional adequacy; and prepares acceptance documents and approves payment for accepted A-E services.

Performs other duties as assigned.

Figure 5-7. Chief, Engineering Plans and Services Division—Continued

OPM Position Evaluation
Chief, Engineering Plans
and Services Division
Directorate of Engineering and Housing

This job requires technical and administrative supervision of a sizable number of employees (15-30) engaged in professional, technical and administrative work directly connected with carrying out the division's central purposes or mission. As we understand, 25% or more of the professional, technical and administrative positions in the division are classifiable at grade GS-11. As we further understand, this division chief has all of the characteristics of a Degree A supervisor described at the top of Page 44 of the Supervisory Grade Evaluation Guide (SGEG) and most or all of the other characteristics of Degree A supervisors described on the same page.

a. With the above conditions (base level of GS-11 and Degree A supervision), the tentative grade of the division chief would be GS-13.

b. The special element, Variety, may be credited because the division chief exercises technical supervision over professional engineering work in at least two quite different fields (Civil and Mechanical), each involving at least two full performance level engineers.

c. Though possibilities exist for crediting "significant managerial aspects", the information provided is too ambiguous to make a definitive determination. Credit for this factor is not essential to supporting a final evaluation at the same grade as the tentative grade (GS-13) since there are no evident major weakening elements and there is one strengthening special element. Therefore, this division chief job may be classified above grade GS-12.

Figure 5-8. OPM Position Evaluation—EP&S Division

Chapter 6

Commercial Activities—Related Positions

6-1. Background

HQDA has conducted a study of positions performing functions that are identified as Governmental-in-nature (GIN), that is, non-contractible when work in a functional area is performed by contract. The scope of the study included both those positions that perform the residual (in-house) program management responsibilities for contracted operations, as well as positions of Quality Assurance Evaluators (QAE) and Contracting Officer's Representatives (COR).

a. One of the initial steps in the study involved reviewing job descriptions, evaluation statements, and other pertinent material concerning representative contracted situations in a variety of functions. Based on this review, it was determined that it would be impracticable to develop guidance specifically addressing all such situations due to the wide range of functions and occupations involved. As a result, two kinds of jobs were selected to be reviewed in detail: Housing Manager and Visual Information (VI) Manager positions. This detailed review involved onsite interviews with the incumbents of such jobs at several installations. The purpose of this portion of the study was to determine the proper grades for program manager positions, and in particular to determine whether the grade of the positions would necessarily change due to program operations being converted to contract.

b. Housing Manager and VI Manager jobs were selected for in-depth analysis in part because they represent the two possible classification approaches that may be required for residual managers. In the case of Housing Manager positions, the classification standard for the GS-1173 Housing Management Series specifically discusses housing program management responsibilities, and therefore applies directly to the residual management functions in a contracted situation. On the other hand, there is no comparable standard for VI Manager positions that specifically addresses their program management responsibilities, requiring that an appropriate standard be identified for cross-series comparison. The results of this study, consisting of an evaluation rationale for these two kinds of positions, are discussed in the following paragraphs.

6-2. Housing manager positions

a. For any installation housing program operating in a contract mode, certain housing management functions are identified as GIN. As a result, the Housing Manager continues to perform these GIN functions, in addition to monitoring the performance of the contractor. The GIN functions include the following:

- (1) Reviewing and approving current and long-range programs for construction, maintenance, and repair of housing assets (including annual workplans and 5-year plans).
- (2) Assigning priorities to individual maintenance and repair projects.
- (3) Translating plans and programs into budgetary requirements.
- (4) Applying funds and resources to the operation and maintenance of housing facilities.
- (5) Directing and approving periodic or scheduled surveys, audits, reviews, and inspections.
- (6) Reviewing and certifying recurring and special reports as required.
- (7) Interpreting new policies from higher headquarters, making decisions on local implementation, and formulating local policy.
- (8) Deciding on furnishings priorities and acquisitions.
- (9) Serving as representative of the installation housing program in dealings with local officials and community groups.
- (10) Supervising the staff that performs these tasks (if any).

b. On the other hand, the contractor is responsible for performing such functions as the following:

- (1) Assignments and terminations of Government-controlled facilities (family housing and/or unaccompanied personnel housing).
- (2) Preparing recurring and special reports as required.

- (3) Maintaining waiting lists or reservation system.
- (4) Scheduling and coordinating facilities maintenance.
- (5) Identifying potential maintenance, repair, and construction projects for inclusion in the annual and long-range work plans.
- (6) Establishing and maintaining a key control system.
- (7) Maintaining listings of community housing available off-post.
- (8) Conducting requirements surveys.
- (9) Maintaining a property control system.

c. On pages 4-6 of the GS-1173 standard, the basic work processes involved in the direct management of housing projects and facilities are detailed. Comparing these work processes with the GIN functions discussed above indicates that the GIN functions include substantially all of the key management responsibilities described as characteristic of the housing project management specialization. Similar to the functions described on pages 4-6, the Housing Manager in a contracted situation is responsible for the conduct of housing requirements surveys (that is, approving and analyzing surveys conducted by the contractor and making management decisions based on the results), planning for operation, maintenance, repair, alterations, and improvements (by means of approving the annual and 5-year plans), translation of plans and programs into financial requirements, control of issue and repair of furnishings (maintaining property book and making decisions on furnishings acquisitions), monitoring the assignment and use of housing units, surveillance of staff, funds, and utility conservation programs, community and tenant relations, monitoring contractual services performed, and liaison with municipal authorities, local officials, and community groups. The Housing Manager's responsibility differs from the description in the standard in one respect, since the manager is not responsible for supervision of the employees performing the contracted functions. However, the standard notes that responsibility for housing management functions does not necessarily require the direct supervision or performance of all assigned tasks by the Housing Manager. Instead, manager positions usually involve centralized responsibility for ensuring the good business management of agency housing assets. The Housing Manager in a contracted situation exercises a comparable responsibility for management of housing assets; as discussed above, the manager's functional management responsibilities match those described in the GS-1173 standard.

d. Considering that the management responsibility of a Housing Manager in a contracted situation does not differ significantly from the responsibility presumed by the criteria in the GS-1173 standard, the fact that certain functions have been contracted should not result in lower evaluation credit for the position in applying the GS-1173 standard. Therefore, given that a position has been properly classified by use of the current GS-1173 standard, converting housing functions to contract operations should not result in a lower grade evaluation for the position.

6-3. Visual Information Manager positions

a. For a Visual Information Support Center (VISC) (formerly the Training and Audiovisual Support Center) operating in a contract mode, the non-contractible Government functions performed by the residual manager would include:

- (1) Serving as advisor to the commander and staff on VI matters.
- (2) Approving all projects or work requests before submission to the contractor.
- (3) Assigning relative priorities to work requests and adjusting priorities based on workload considerations.
- (4) Advising serviced organizations on the appropriate media and media mix for specific projects.
- (5) Coordinating, validating, and approving annual and long-range plans for acquiring visual information equipment.
- (6) Budgeting for VISC activities.
- (7) Reviewing and approving reports prepared by the contractor.
- (8) Monitoring contractor performance (including review of project plans (particularly television productions) to ensure that the proper and most cost effective approaches are used.

(9) Planning for new or additional workload outside the scope of the contract and determining the resources required for such work.

(10) Interpreting new policies from higher headquarters and making decisions on local implementation.

(11) Formulating local VI directives and guidance.

(12) Supervising the staff that performs these tasks (if any).

b. Similar to Housing Manager positions, VI Managers performing the duties outlined above retain substantially full program management responsibility after program operations have been converted to contract. In contrast to Housing Manager positions, however, there is not a directly applicable classification standard that addresses the VI program management responsibility. In such a case, the guidance from OPM (contained in Classification Principles and Policies pamphlet, Personnel Management Series No. 16) is that the standard selected for comparison should be for a series as similar as possible to the position being evaluated with respect to: the kind of work process, functions or subject matter of work performed, the qualification requirements of the work, the level of difficulty and responsibility, and the combination of classification factors which have the greatest influence on grade level.

c. Using these criteria, a number of managerial standards have been considered for use in evaluating VI program management responsibilities, including standards for the GS-342, GS-1035, GS-1601, GS-1654, and GS-2003 series. However, in every instance these standards are different from VI Manager positions in terms of both the subject matter of the work and the identified classification factors to be useful for cross-series comparison. Instead, a standard for one of the constituent functions within the VISC, the GS-1071 Audio-Visual Production Series, is most nearly related to VI Manager positions in terms of the four criteria cited above. Clearly, VI Manager positions are similar to GS-1071 positions with respect to the subject matter of work performed and the qualifications requirements (although the VI Manager is somewhat broader in terms of both). Further, the level of difficulty and responsibility of work found in the GS-1071 series is comparable to that found in VI Manager positions. Of considerable significance is the fact that the two classification factors in the GS-1071 series standard, Type of Production and Nature of the Work, can be directly related to VISC work. As a general rule, the GS-1071 work performed in a VISC at least matches if not exceeds the grade level of the other technical work performed (for example, graphics, photography). Consequently, one of the two factors in the GS-1071 standard, The Type of Production factor, is a good measure for the complexity of the work being directed or managed by the VI Manager. The other factor, Nature of the Work, which considers the kinds of responsibilities that may be assigned to a position involved with an audiovisual production, can be used to evaluate the VI Manager's responsibility for directing a program.

(1) In applying the Type of Production factor, the type credited to the VI Manager should be consistent with the type credited for the GS-1071 positions in the organization before the conversion to contract operations. Using the criteria for Television Productions, this results in crediting Type A or B (Type C would not be creditable since productions of that type are used principally for foreign information purposes).

(2) Under the Nature of the Work factor, the VI Manager would be properly credited with level IV. For television productions, that level involves working under the general supervision of an employee responsible for managing the television production activities of the agency (in the context of this standard, agency can be interpreted as installation). Level IV employees plan the production within the established budget, approve the script, select actors and camera crew, approve sets, and direct the production of the television program. They assume full responsibility for all aspects of the television production as it is being recorded for future transmission. As discussed above, the VI Manager is responsible for similar functions in relation to work performed by the contractor staff. The VI Manager approves project requests, consults with the requesting organization on the appropriate media mix, reviews production plans developed by the contractor (e.g., reviews script, planned use of

stock footage vis-a-vis new material, use of animation and graphics), and reviews completed projects for technical acceptability based on criteria contained in the contract. The VI Manager position can be considered to exceed somewhat level IV, since it involves managing the television production activities of the organization, while a level IV employee works under the supervision of an employee having that responsibility. However, the VI Manager responsibility does not involve managing the efforts of several different television production groups, each of which is led by a level IV employee. Although the VI Manager responsibility includes several functions other than television production, the scope of that responsibility is not comparable to managing the efforts of several different television production groups. As a result, the VI Manager does not exceed level IV to an extent that would require granting evaluation credit beyond crediting level IV.

(3) The GS-1071 standard includes a table for converting factor level assignments to grades. Applying the Grade-Level Table to VI Manager positions, the combination of level IV with either Type A or Type B converts to GS-12 or GS-13, respectively. These grades are typical of most VI Manager positions having responsibility for an in-house work force. Therefore, it appears that the fact that certain functions are converted to contract operations should not result in lower evaluation credit for a VI Manager position (given that the position has been properly classified previously).

6-4. Classifying other residual manager jobs

Although this study concentrated primarily on Housing Manager and VI Manager positions, the methodology used in evaluating these jobs should serve as a precedent for the classification of residual managers of other contracted functions. Specifically, such jobs should be classified by means of a standard appropriate for evaluating their program management responsibilities. As a general rule, it appears that evaluation of a program manager position by an appropriate standard for its technical program management responsibilities should be unaffected by a conversion to contract operations.

6-5. Quality Assurance Evaluator and Contracting Officer's Representative positions

The study also addressed the proper series for QAE and COR positions. QAE positions involve reviewing contractor work processes and products to assure compliance with technical specifications in the contract. For example, QAE responsibilities in a Housing organization include reviewing the operation of the billing reservation and assignment system, the development of statements of nonavailability (which must be signed by a Government official), the maintenance of the family housing waiting list and assignment of quarters, and the maintenance of housing referral listings. In order to render informed judgments on contractor performance in these areas, specific subject matter knowledge of the housing management function is needed; this indicates that such positions should be classified to the appropriate subject matter series (in this case, GS-1173).

a. An alternative considered was the GS-1910, Quality Assurance Series. The work covered by the GS-1910 series involves developing plans and programs for achieving and maintaining product quality throughout an item's life cycle, and monitoring operations to prevent the production of defects and to verify adherence to quality plans and requirements. As indicated by this statement of coverage, positions in the GS-1910 series are concerned with specific products or items, and particularly with means by which product quality can be assured during production or manufacturing, supply storage and preservation, as well as maintenance operations. In contrast, QAE positions working under a Commercial Activities (service) contract are often concerned with the proper implementation of administrative or technical procedures and policies (as in the case of housing management), or with the technical adequacy of individual, discrete work products (as in the case of VISC operations). This kind of work is not comparable to work involving the continuing production or maintenance of products or items, and does not involve a similar concern for product assurance throughout an item's life cycle. Consequently, for many QAE positions working

under service contracts, the GS-1910 series is not appropriate. This is corroborated by the Explanatory Memorandum for the GS-1910 series standard, which indicates that support services as a specialization was consciously excluded from the GS-1910 series.

b. Notwithstanding this general guidance for QAE positions, there may be particular instances (for example, maintenance operations in a Directorate of Logistics), where use of the GS-1910 series is appropriate. Similarly, there may be instances where jobs are properly classifiable to related occupations (for example, GS-809 Construction Inspector, Wage Grade inspector).

c. Similar to the findings for QAE positions, COR positions generally require substantive subject matter knowledges in order to interpret technical aspects of contract provisions, to develop technical requirements for contract modifications, and to develop overall evaluations of contractor performance. Consequently, these jobs are generally classifiable to the appropriate subject matter series for the kind of work monitored.

Chapter 7

Supervisors GS

7-1. Purpose

This chapter supplements the OPM Supervisory Grade Evaluation Guide (SGEG), Parts I and II, and provides guidance on the evaluation of positions when the number of employees is reduced through management improvement resulting from the effectiveness of supervisors in directing work.

7-2. Effect of management improvements

As a general rule, a reduction in size of the work force supervised brought about through the effectiveness of the supervisor without corresponding change in volume of production or in other aspects of supervisory responsibility, should not be a basis for reclassifying the supervisor's position to a lower grade. Accordingly, when evaluating supervisory positions by use of the SGEG the following will be observed:

a. When a supervisor generates management improvements that result in a reduction in the number of employees supervised without reducing workload or volume of production, credit for the number supervised before the improvement will be retained. This principle also applies to other factors that may be affected by a reduction in the number of employees supervised. For example, Physical Dispersion may be eliminated by centralizing operations. Variety may be reduced by eliminating work not required or of low priority, and the credited base level of work supervised may be affected.

b. When a supervisor reduces the number of employees supervised, credit for the various factors in the SGEG will not be reduced until the incumbent responsible for the improvement(s) vacates the position, or the position no longer meets the coverage requirements of the SGEG.

c. Improvements which the supervisor is directed to make are not creditable. On the other hand, acceptance of staff recommendations or advice (for example, by staffs conducting efficiency reviews, by position classification specialist or management analyst) which results in structure improvements are creditable.

d. There may also be cases where a supervisor's grade could be affected as a result of that supervisor's improvement of position structure (and savings) which affects factors or elements, but the number of employees supervised is unchanged. For example, the supervisor might consolidate base level responsibilities into less than 25 percent of the positions supervised. HQDA will advocate OPM approval of incumbency grades in such cases. Accordingly, MACOMs and installations reporting directly to HQDA are encouraged to request decisions promptly on such cases. AR 690-500, paragraph 511.5-6b prescribes the documentation that should be forwarded to the Commander, PERSCOM, ATTN: TAPC-CPF-FP, Alexandria, VA 22332-0360. Pending receipt of an OPM decision, no action will be taken to change the classification of the incumbent.

Chapter 8 Supervisors WS

8-1. General

This chapter supplements the OPM Job Grading Standard for Supervisors.

8-2. Grade level guidance

In the following tables (Tables 8-1, 8-2, 8-3, and 8-4), excerpts from the OPM Standard area in the left-hand column, and Department of the Army supplemental guidance and interpretation are in the right-hand column.

Table 8-1
Factor I: NATURE OF SUPERVISORY RESPONSIBILITY

OPM	DA
<p>Page 5—Some Foreman jobs may have less than the full range of responsibility over work operations and subordinates. An example of such a job is one in which the Foreman:</p> <ul style="list-style-type: none">—operates within the limits of specific assignments, specified time requirements, and prescribed methods and procedures;—has little responsibility for determining priorities or scheduling work;—usually plans distribution of work to subordinate workers on a day-to-day or project-by-project basis, discussing changes in procedure and sequence of work operations with his superior to obtain approval. <p>Where these limitations exist, the next higher trades and labor supervisor usually (but not necessarily) also is a Foreman, but with the full range of Foreman responsibility. Such a Foreman job is one or two grades less than that shown by the Foreman grading table, depending on the nature and extent of the limitations.</p> <p>Page 6—The General Foreman typically is a supervisor of supervisors. He is responsible for planning, coordinating, and directing a variety of related work operations or functions including several units, usually through one or more layers of supervision.</p>	<p>Typical of jobs within Department of the Army with less than full foreman responsibility are those described below. Normally these jobs will be graded one grade lower than the grade shown on the Foreman Grading Table.</p> <p>Foreman—Less than full range of foreman responsibility.</p> <p>The Foreman is a supervisor of workers as in the full foreman situation but has less responsibility for control over work operations and subordinates than described for the full Foreman. There is immediate accountability for the work of nonsupervisory workers and their working leaders but only within the limits of specific assignments, specific time requirements, and prescribed methods and procedures.</p> <p>Planning: Plans distribution of work and methods for accomplishment for his assigned group usually on a day-to-day basis. Ordinarily only sufficient work is assigned to keep an entire group occupied. Additional work orders are assigned when existing work orders are nearly completed. Plans individual work assignments to assure that work is accomplished in an efficient manner.</p> <p>Work Direction: Assigns work to individuals and explains work assignments and any unusual steps or processes. Reassigns personnel from one task to another as necessary to maintain even flow of work. Normally accomplishes projects or work orders using standard or prescribed methods and procedures. Discusses changes in procedure with subordinate and superior, determining only minor changes in procedure and sequence of operations.</p> <p>Administration: Normally administrative action and authority is less complete than described for the full Foreman range of responsibility; e.g., recommends selection, rather than making final selection of workers; recommends to and discusses with superior the initiation of promotion, transfer, reassignment, and disciplinary actions prior to their initiation; resolves minor grievances but recommends resolution of more complex problems to superior.</p> <p>“Through one or more layers of supervision” is interpreted as meaning through one or more layers of supervision starting at the full Foreman range of responsibility. Within the Department of the Army, General Foreman positions normally will not be recognized unless the position involves supervision over two or more foremen at the full Foreman range of responsibility.</p>

Table 8–2
Factor II: LEVEL OF WORK SUPERVISED

OPM	DA
<p>Page 8—Select the occupation that best reflects the nature of the overall work operations supervised. Usually this is the occupation that determines the primary knowledge and skill requirements of the supervisory job.</p>	<p>(1) Consider the primary purpose or mission of the work operations supervised and identify the occupation that best reflects the nature of the overall work operations.</p> <p>(2) Recognize only those occupations over which the job has technical supervision. Assignment of technical supervision is considered synonymous with accountability for the quantity and quality of the work done.</p> <p>Technical supervision requires that the supervisor have and use knowledges, consistent with the level of supervision exercised, in the techniques, skills, principles and methods of the occupation(s) for which he has technical responsibility. Technical supervision includes planning work operations, directing the flow of work, establishing performance requirements for the group(s) supervised, answering technical questions presented by subordinates, solving technical problems encountered, conducting training to obtain higher production or quality standards.</p> <p>(3) Do not recognize an occupation which is subject to nontechnical supervision. Nontechnical supervision includes maintaining discipline, recommending disciplinary actions, keeping time, granting leave, preparing reports, dealing with employee problems, enforcing housekeeping, making assignments and evaluating performance in terms of end results rather than techniques.</p> <p>(4) Do not recognize an occupation that comprises a very small percentage of the total workforce unless this occupation best reflects the nature of the overall work operations supervised. It is not likely that an occupation which represents a very small percentage of the total work group will meet this requirement. Normally the line of work selected will constitute a significant portion of the work of the unit supervised.</p> <p>(5) Do not recognize an occupation that is service or support to the accomplishment of the primary mission, such as motor vehicle operation where the primary function is warehousing; parts keepers in a maintenance shop; tool making where the primary mission is manufacture of machined parts.</p> <p>(6) Do not recognize an occupation comprised of jobs such as Production Planner and Inspector when they involve, for example, planning for products produced by the supervisor's subordinates. Such jobs represent a delegation of supervisory responsibilities and do not carry out directly accomplishment of the primary function(s) for which the supervisor is responsible.</p>
<p>Page 9—Determine the non-supervisory grade which best reflects the difficulty and complexity of the overall work operations supervised. Usually this is the grade of the highest level non-supervisory employees who are supervised and who, under normal job controls, perform the work of the occupation selected above.</p> <p>Note. Care must be used to make certain that the grades of the subordinate jobs really reflect the level and complexity of the work operations supervised and their effect on the difficulty and responsibility of the supervisor's position. For example, if non-supervisory jobs have been given a higher grade for "shift" or "watch" responsibility the extra grade should not be counted in determining the level of work supervised.</p>	<p>The appropriate grade level normally is the same as the level of journeyman jobs that are established in the organization and are performing the work of the occupation selected as the one best reflecting the nature of the overall work operations supervised.</p> <p>(1) Do not recognize as level of work supervised, the level of positions which are not technically supervised.</p> <p>(2) If non-supervisory jobs have been given extra grade credit for "shift," "watch," "leader," "project," or similar type responsibility, the extra grade should not be counted in determining the level of the work supervised.</p> <p>(3) If extra grade credit has been given because of lack of normal supervision, the extra grade will not be credited in determining the level of work supervised.</p> <p>(4) If extra grade credit has been given to recognize some unusual circumstances, thus establishing a superjourneyman situation, the extra grade will not be counted in determining the level of work supervised unless it can be clearly demonstrated that this is the grade that is the best measure of overall work operations technically supervised.</p>
<p>Page 9—When two or more separate occupations involving different levels of work are found to reflect equally the overall nature of the work operations supervised, use the occupation with the highest grade work to determine the level of work supervised. However, the level of work supervised should not be raised solely on the basis of a variety of occupations involving the same level of work.</p>	<p>Variety of occupations supervised whether related or unrelated will not serve to raise the grade used as the level of work supervised.</p>

Table 8-2
Factor II: LEVEL OF WORK SUPERVISED—Continued

OPM	DA
<p>Pages 9 and 10—The grade arrived at by these steps is normally the “level of work supervised” for purposes of determining the grade of a supervisory job. However, in certain very unusual situations, the difficulty and complexity of the overall work operations supervised may not be accurately reflected in the grades of any of the subordinate nonsupervisory jobs.</p> <p>Specifically, there are exceptional situations in which the full performance level that is normal for the work operations involved is reflected in none of the jobs supervised, e.g.—</p> <p>—when jobs have been redesigned to make more effective use of skills available in the labor market;</p> <p>—when the nonsupervisory jobs are made less demanding because of technological changes, but the demands on the supervisory job have not been lessened;</p> <p>—when all of the employees supervised are in training (e.g., apprentices).</p> <p>Thus, in the special situations listed above, it may be necessary to construct a grade which represents the full performance level of the kind of work involved. Such a constructed level is the grade that would be appropriate if the employees were performing the range of work normal for the operation supervised. Use of the constructed grade is warranted in these exceptional situations only if a proper level is not reflected in the grades of the subordinate jobs.</p>	<p>A higher constructed level is to be used only in very unusual situations which fully meet the criteria of the OPM standard. It will be used only when it can be demonstrated that at least the same demands are made of the supervisor that would be made if the work had not been simplified.</p>

Table 8-3
Factor III: SCOPE OF WORK SUPERVISED

OPM	DA
<p>Page 10—To measure the scope of work operations directed, the number of employees supervised is used as a common yardstick.</p> <p>Page 10—Count all workers for whose work the supervisor is accountable. This includes subordinate supervisors, leaders, and nonsupervisory employees on all shifts for which the supervisor is responsible.</p> <p>In some situations this also includes workers who are not civilian Federal employees such as patients or inmates of institutions, military personnel and others. However, such workers should be counted at full value (on a one for one basis) only:</p> <p>—where they are supervised on a substantially full-time basis as a regular and recurring part of the supervisory job; and</p> <p>—where, in comparison with supervision of the same work performed by a similar number of civilian Federal employees, there are substantially the same level of difficulty of supervision, authority for work direction, and responsibility for achieving the same standard of quantity and quality of work.</p> <p>Page 11—Where the number of workers supervised changes up or down over a period of time, use the average numbers of employees (“mandays”) supervised per day during a normal work cycle. (Usually this is a period of 6 months to a year. However, the work cycle may be shorter, for example, 3 months, where changes in the number of subordinates supervised reflect regularly recurring seasonal changes in work load.)</p> <p>Page 11—When the number of subordinates supervised falls between two ranges, a determination must be made as to which one of the two possible ranges will result in proper grade alignment for the job in comparison with other supervisory positions.</p>	<p>The number of subordinate positions authorized and in existence is normally the measure to be used as number of employees supervised.</p> <p>In the case of military personnel, assignments are often only part time. Therefore a determination must be made as to how many full time civilian positions would be required to perform the amount of work done by the military personnel. Presence of part time civilian employees will be handled similarly.</p> <p>This includes employees who are actually supervised during the normal work cycle (exclude information concerning what might exist). Jobs regularly involving fluctuations in number of workers supervised generally will have an average figure for number of employees supervised rather than an actual figure.</p> <p>New positions—In establishing new positions, initially select the lower range. Normally, a new position will be evaluated by use of this range. Consider alignment with other existing and closely related positions (that fall within the established work ranges).</p>

Table 8-3
Factor III: SCOPE OF WORK SUPERVISED—Continued

OPM	DA
<p>Page 11—In making this determination, consider the extent to which a difference or change in the number of employees supervised reflects a significant difference or change in workload, and in the difficulty and complexity involved in supervising the work (for example, in planning, coordinating or scheduling).</p>	<p>If use of the lower range results in misalignment which would create management problems, the higher range may be used but this would be only in exceptional cases where alignment clearly dictates the exceptional treatment.</p> <p>Workforce change—As an organization is expanding and it is determined that this is not a temporary situation, the grade of the position normally will not be changed because of change in number of employees supervised until the numbers reach the next higher range.</p> <p>As the workforce of an organization decreases, the grade of the position normally will not be changed because of change in number of employees supervised as long as the number falls between the workforce ranges. When the position drops within the next lower range and when it is determined that this is not a temporary situation, action will be taken to make the appropriate grade change.</p>
<p>Page 10—For example, in applying this factor, judgement must be used to avoid rewarding poor supervision that has resulted in an increased work force, or penalizing a supervisor whose effectiveness in directing work operations has resulted in a decrease in the size of the work force involved.</p>	<p>In using the number of positions authorized and in existence, it is on the premise that this is the number established by management as needed to carry out the operation. When questions arise, the number should be checked for validity with the appropriate authorizing authority.</p> <p>As a general rule, a reduction in size of the workforce supervised, brought about through the effectiveness of the supervisor without corresponding change in volume of production or in other aspects of supervisory responsibility, should not be a basis for reclassifying the supervisor's position to a lower grade. Accordingly, when a supervisor generates management improvements which result in a reduction in the number of employees supervised without reducing workload or volume of production, credit for the number supervised before the improvement will be retained. This credit will be retained until the incumbent responsible for the improvement(s) vacates the position, or the position no longer meets the coverage requirement of the JGS for Supervisors.</p> <p>Improvements which the supervisor is directed to make are not creditable. On the other hand, acceptance of staff recommendations or advice (for example, by staffs conducting efficiency reviews, by position classification specialists or management analysts) which result in structure improvements are creditable.</p> <p>There may also be cases where a supervisor's grade could be affected as a result of that supervisor's improvement of position structure (and savings) which affects factors of elements, but the number of employees supervised is unchanged. For example, the supervisor might consolidate base level responsibilities into less than 25% of the positions supervised. HQDA will advocate OPM approval of incumbency grades in such cases. Accordingly, MACOMs and installations reporting directly to HQDA are encouraged to request decisions promptly on such cases. AR 690-500, 511.5-6b prescribes the documentation that should be forwarded to PERSCOM (TAPC). Pending receipt of an OPM decision, no action will be taken to change the classification of the incumbent.</p>

Table 8-4
GRADING TABLES

OPM	DA
<p>Page 12—Each grading table shows the supervisory grades for jobs that meet the full range of responsibility involved, as defined in this standard for Foreman and General Foreman.</p>	
<p>Page 13—However, when a supervisor reports to a superior who also falls within the same range of supervisory responsibility * * * the supervisor's job is one or more grades less than that shown by the applicable grading table.</p>	<p>A Foreman who reports to a Foreman or a General Foreman who reports to a General Foreman will always be evaluated at least one grade lower than the grade shown on the applicable grading table.</p> <p>In instances where the next higher supervisory position is a military or Class Act position containing some Wage Grade Supervisory work, determination should be made as to equivalent Wage Grade Supervisory category, and adjustment should be made (as appropriate) as provided above.</p>

Table 8-4
GRADING TABLES—Continued

OPM	DA
<p>Page 13—When a supervisor otherwise has less than the full range of supervisory responsibility defined in the standard, the supervisor's job is one or more grades less than that shown on the applicable grading table.</p> <p>Page 15—Scope of Work Operations Supervised up to 35.</p> <p>Page 10—(Where possible to help make these judgements, a record should be established for each supervisory job at the time this standard is first applied, including such data as the current volume of production, tools, equipment and facilities used.)</p>	<p>If a Foreman or General Foreman has less than the full range of supervisory responsibility the job will be evaluated at least one grade lower than the grade shown on the applicable grading table regardless of whether the individual reports to a superior in the same or higher range of supervisory responsibility.</p> <p>Normally a one grade subtraction from the grade shown on the appropriate grading table will be appropriate in the case of the supervisor reporting to a superior in the same range of responsibility, a supervisor who has less than the full range of supervisory responsibility, or a combination of the two. However, in unusual circumstances, a subtraction of more than one grade may be appropriate. For example, in the event the position is under two levels of supervision that fall within the same range of supervisory responsibility (foreman to foreman to foreman) or in the event substantially less than normal responsibility is assigned, subtraction of more than one grade may be appropriate. Such determination will be made by comparison to and against the more commonly found job situations.</p> <p>General Foreman jobs in this range are not expected to be found in the Department of the Army.</p> <p>Separate evaluation statements will be prepared for jobs evaluated by use of this standard. A format such as that illustrated in figure 8-1 is suggested. Narrative explanation will be provided for any factor evaluation or final determination that is not clearly supported by reference to the job description. Volume of production should be recorded where possible. Manpower data resulting from the most recent manpower survey may provide pertinent production information.</p>

EVALUATION STATEMENT

TITLE, CODE AND GRADE Carpenter Foreman, WS-4607-9

FACTOR I NATURE OF SUPERVISORY RESPONSIBILITY

	Foreman	<u>X</u>
	General Foreman	<u> </u>
Full range of supervisory responsibility		<u>X</u>
Limited range of supervisory responsibility		<u> </u>
Superior's range of supervisory responsibility		<u>General Foreman</u>

FACTOR II LEVEL OF WORK SUPERVISED

Occupation	<u>WG-4607</u>	Grade Level	<u>9</u>
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FACTOR III SCOPE OF WORK OPERATIONS SUPERVISED

Number of employees supervised	<u>14</u>	Applicable Range	<u>13-30</u>
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VOLUME OF PRODUCTION (Describe)

NARRATIVE evaluation (continue on other side, if necessary)

Figure 8-1. Format for evaluation statement

Chapter 9 WG-5402 Boiler Plant Operator Positions

9-1. General

This chapter supplements the OPM standard for the Boiler Plant Operator, WG-5402, issued in September 1969.

9-2. Grade level guidance

The WG-5402 standard indicates that the size of the plant has a direct relationship to the nature and degree of skill and knowledge required and the responsibility involved in performing the work. The larger plant normally involves the use of more powerful equipment requiring the operator to have more knowledge of how to use

the equipment and a greater responsibility to use the equipment to produce a greater amount of steam or high temperature water.

9-3. Boiler Plant Operator, WG-11

Based on the above criteria, the Department of the Army has extended the grades for Boiler Plant Operator, positions located in the largest and most complex plants found in the Army. A full performance operator, without shift responsibility, in plants comparable to those described below is properly evaluated at the WG-11 grade level.

a. This level involves attendance of control panels or a bank of consoles controlling a large fully automatic boiler plant. This type plant may produce high pressure steam or high temperature water. The total plant capacity exceeds 200 million BTUs per hour or 200,000 lbs. of steam per hour. Boilers are generally of the high-heat release types requiring particular attention to boiler feedwater treatment. Typical examples of plants in this class include:

(1) A high temperature, 454 F, high pressure (440 psi) hot water heating plant characterized by the need to maintain a differential of 30 F between expansion tank temperature and pump discharge temperature, which requires a blending of return water, 380 °F into 450 °F water;

(2) A high pressure steam plant operated at over 125 psi, which generates steam for a group of buildings served by a complex steam distribution system; and

(3) A high pressure steam plant operated at a pressure exceeding 250 psi with superheat, which generates steam for operating turbines to drive electric generators. The steam is also used to heat a group of buildings or for processes in manufacturing facilities served by a complex steam distribution system.

b. Characteristic of this level is a requirement for the knowledge, skill and ability to operate all types of components and associated equipment found in a large and complex boiler plant. Typical equipment in such plants include some of the following components and associated equipment in addition to those typical of the lower levels: more complex combustion and safety controls; overhead fuel storage bunkers for coal handling; complex coal and ash conveying systems; pulverizers, pressure and safety controls on large air compressors; condensing and noncondensing steam turbines; superheaters; air preheaters; large heated fuel oil storage tanks and pumping sets; emergency electric power generators shell and tube condensers; condenser water cooling spray ponds, lagoons, or forced air cooling tower; desuperheater; or complex water treating systems such as demineralizers; and hydrogensodium zeolite, hot lime phosphate or dealkalizers.

c. Table 9-1 is an amended version of the Job Grading Table in the OPM standard, which adds plant capacity criteria for the WG-11 level.

Table 9-1
Job Grading Table—Boiler Plant Operator (Revised Plant Capacity)

Plant capacity in pounds of steam per hour	Boiler Plant Operator grade
3,450 but less than 14,000	8
14,000 but less than 100,000	9
100,000 but less than 200,000	10
200,000 or more	11

Notes:

Jobs will not be evaluated to the WG-11 level based solely on plant capacity. In order to justify this grade level the Boiler Plant Operator must be working in one of the types of plants mentioned as characteristic of this grade level.

Chapter 10

Pay Category Guidance for Positions Involved in Production Facilitating Activities

10-1. General

Differentiating positions in the Production Facilitating Pay Plan (PFPP) from positions in the General Schedule is one of the most difficult of pay category determinations. Environmental factors such as working relationships with other jobs, nature of the product or service, normal lines of career progression, equitable pay relationships with other positions in the immediate organization, and management intent in creating the job must be examined and considered in determining the proper pay category.

a. The PFPP was adopted by OPM in 1972 based on the advice of the National Wage Policy Committee. This pay plan is intended to cover only a specified group of FWS jobs. At the time the pay plan was adopted most of these jobs were located in the Department of the Navy. The plan restored and maintained pay relationships between production facilitating employees and their wage supervisors in the Department of the Navy. Introduction of the plan within Army was mandated by OPM classification appeal decisions.

b. The basic OPM guidelines concerning production facilitating jobs are incorporated in Federal Personnel Manual (FPM) Supplement 532-1, Subchapter 11-3, Special Pay Plan for Production Facilitating Positions and FPM Supplement 512-1, Key Level Definitions for Production Facilitating Positions.

10-2. PFPP inclusion criteria

a. A primary requirement for placement in the PFPP is that the career progression is exclusively from and normally to other trades positions. Therefore, when an employee satisfactorily performs all assigned functions, but does not meet this requirement, the position will not be placed in the PFPP. This would apply to other positions in the immediate organization performing similar assignments. In other words, journeyman trade and craft experience must be the only way to gain qualifying experience. If individuals such as engineers, equipment specialists, engineering technicians, trades and crafts specialists at less than a journeyman level, and other related fields can obtain sufficient knowledge of buildings, roads, grounds, and utility repair and construction practices, or of manufacturing operations, to satisfactorily perform duties as well as candidates with journeymen trades and crafts experience, the position will not be classified to the special pay plan.

b. Another requirement for placement in the PFPP is that the duties must substantially match a Key Level Definition. A clear understanding that Key Level Definitions are not classification or grading standards is essential. The pay plan was never intended to cover jobs having similarities to the Key Level Definitions identified in FPM Supplement 512-1. The position's duties and responsibilities must substantially match key characteristics in scope and level of skill. If they do not, the position is not covered by the pay plan. Examples are illustrated as follows:

(1) Positions performing duties similar to Planner and Estimators, but planning only for the material and equipment requirements for overall repair of facilities, aircraft, of ordnance, are excluded from the pay plan because they do not match a Key Level Definition. Since these positions do not involve determining facilities, equipment, material, and personnel requirements, they are not covered by the plan.

(2) Supervisory positions performing typical supervisory functions listed in key level definitions, but supervising substantially less (e.g., 4) than the number of employees specified in Key Level Definition 013 are not covered by the plan.

(3) Positions performing duties similar to a Production Shop Planner but limited to determining proper work areas, scheduling the work within shops and ensuring materials are on hand for accomplishment of work are excluded from the pay plan. Since the positions do not determine materials and equipment needed to accomplish the work nor initiate procurement of the materials, they do not meet the key level definition in scope and are not covered by the plan.

(4) Positions identified as trainee or developmental are not appropriate for this pay plan.

c. The final requirement for placement in the PFPP is that the paramount requirement of the position is journeyman trade or craft knowledge and experiences and the employee must utilize this knowledge and experience in the performance of the assigned duties. Even if career progression has been from journeyman trades positions and the duties are a substantial match to a Key Level Definition, the position may be excluded from the pay plan because the journeyman trade experiences and knowledges are not an absolute requisite for satisfactory performance.

d. OPM's determination that the "core duties" performed by certain Air Force employees in the Civil Engineering Squadrons were not included in the special pay plan was based primarily on this requirement.

(1) These "core duties" were summarized by OPM as follows:

(a) *Facilities inspections.* In accordance with a schedule developed by the incumbent conducts facility inspections. Prior to the onsite inspection, the planner reviews the facility file in order to be familiar with recently accomplished, ongoing or proposed actions, i.e., job orders, work orders, recent or proposed tenant changes, etc. While on inspection, the planner identifies major work requirements which are necessary to keep the facility at standard, or return it to standard. These requirements include changes brought about by revisions in national building codes, OSHA standards, Air Force (AF) regulations, etc. The planner discusses identified requirements with the facility manager, shop foremen, engineers, fire and safety personnel, etc. Emergency repairs are processed immediately; non-emergency repairs are written up. On the basis of the onsite survey, the planner develops preliminary labor and material cost estimates, and prepares simple shop diagrams, if necessary.

(b) *Processing the work order (W/O) and work request (W/R).* Our original summary for W/O included several duties which cannot be substantiated based on our current understanding of the position. For example, the planner does not provide detailed step-by-step planning for each work center, i.e., "how to" instructions. The planner must be able to visualize the type of work required, and properly sequence the work centers (shops) to avoid idle or nonproductive "wait time." The planner must, therefore:

1. Know what work centers (shops) are required on a given job.
2. Know what tasks each work center can perform.
3. Plan the most efficient sequence of work. (e.g., carpenters (task 1), electrician (task 2), sheetmetal shop (task 3), mason (task 4), electrician (task 5), carpenter (task 6), painter (task 7 completion).
4. Estimate the cost of manpower and material.
5. Select and order the appropriate equipment and material to complete the job.

(c) In planning a particular job, the planner must be cognizant of pertinent building codes and OSHA standards. They must be able to determine the size, gauge and capacity of the materials needed to ensure adequate operation, safety and efficiency. In planning minor construction for example, the planner must be able to advise shop personnel on the type of bracing required to remove or work on a stress wall. This information can be obtained from discussions with engineering personnel, or by reference to engineering and architectural texts. In planning an electrical job, for example, the planner must be capable of determining the proper gauge of wire, as well as the capacity and type of switches or outlets to use based on an analysis of voltage, load, and power available.

(2) OPM's conclusion was that the paramount requirement of the above "core duties" is a general knowledge of a variety of shop operations and the ability to translate this knowledge into plans, estimates of manpower and material costs and operational work sequences applicable to the repair or service required. This work is characteristic of work covered by the General Schedule.

e. Trades knowledge can thus be determined to be secondary to administrative planning knowledge when planning is performed for work in a trade or a group of trades not requiring the incumbent to

have full journeyman level knowledge and experience in the primary trade or trades for which planning is performed. When a qualification requirement states that journeyman level knowledge and skill in "any trade" is required, the position will not be classified to the pay plan. The ability to utilize employees across occupational lines is another indication that administrative and not journeyman trades knowledge is paramount. For example, knowledge and experience as a journeyman electrician or pipefitter does not necessarily indicate that the employee can plan and estimate work orders involving a variety of shops including electric, plumbing, painting, carpentry, sheetmetal, etc. If journeyman experience were required, assignments would have to be segmented so that a work order would be channeled to many "experts," in order to plan and estimate the variety of work sequences which cross over multiple shop operations.

f. Knowledge of trades is paramount when the incumbent is required to have journeyman level knowledge and experience in the primary occupation(s) for which planning is performed. An illustration of planning for the primary occupation is a position which plans all sheetmetal repairs and modifications on aircraft where the journeyman level skills in the sheetmetal trade is predominant. This position involves a detailed inspection of the aircraft structure, assembly and all sheetmetal components to evaluate the overall condition of aircraft, identify all necessary repair and modifications necessary to return the aircraft to a serviceable condition and prepare detailed plans for accomplishment of the work by journeyman level sheetmetal mechanics. Plans are developed based on the experience and knowledge gained as a journeyman sheetmetal mechanic rather than based on a knowledge and use of production standards, work measurement data, established labor and/or material requirements lists and other administrative guides.

10-3. Clarifying OPM guidance

For additional clarification on the criteria for inclusion in the PFPP, HQDA asked OPM for guidance on two questions concerning those criteria, and for advisory opinions on the proper classification of six representative jobs.

a. *Question:* What percent of time must be devoted to the more complex planning and estimating work in order to support including a job in the PFPP?

(1) *OPM discussion.* The purpose of the PFPP was to "freeze" the then current Navy practice for setting the pay of certain of its wage positions in production facilitating occupations.

(a) The percent of time the applied prior trades experience was at the journeyman rather than subjourneyman level was not a consideration in the Navy system, so long as prior journeyman level knowledge and experience was required and applied on a regular and recurring basis. (For ease of reference, we use journeyman level to refer to experience at the journeyman level of a recognized skilled trade or craft, or at the full skill level of other wage occupations.)

(b) However, percent of time was a consideration in relation to application of wage knowledges and experience (in contrast to treatment of the level of such knowledges and experience). Specifically, a substantial proportion of the position's time had to consist of planning, estimating, etc., work in a basic trade or craft, or in a group or related trades; and the assignments were such that, a considerable proportion of the employee's decisions could not be made without application of knowledge and experience in a specific trade or craft involved, and a general knowledge of associated trades.

(2) *OPM advisory opinion.* Provided such work is a regular and recurring part of the position, the percent of time, in itself, that a position involves planning and estimating journeyman, as distinguished from subjourneyman, level work is not a consideration in deciding whether a position is covered by the PFPP. Once the journeyman requirement is satisfied, what is vital is that the need for trades or craft experience be reflected in much of the planning and estimating work. It must be reflected both in terms of proportion of decisions that draw heavily on trades or craft experience.

(3) *HQDA guidance.*

(a) With regard to percentage of time, OPM indicates that the need for trades or craft experience must be reflected in much of the planning and estimating work. This must be reflected both in terms of the proportion of time spent in work requiring trades or craft experience (not necessarily at the journeyman level), and the proportion of decisions that draw heavily on trades or craft experience. Planning and estimating for sub-journeyman level work could be performed by individuals having a practical knowledge of the trades (such as would be acquired by an Engineering Technician, for example). Consequently, only the time spent in planning and estimating journeyman level work should be credited toward meeting the criteria concerning the proportion of work that requires application of trades or craft knowledge and experience. The OPM decisions on two of the jobs (see JN 1 (figs 10-1 through 10-3) and JN 2 (figs 10-4 through 10-6)) illustrate the application of these criteria to specific situations. In the case of JN 1, OPM concludes that planning and estimating journeyman level work for ten percent of the time does not meet the requirement that a considerable proportion of the decisions made by the employee must require application of knowledge and experience in a specific trade or craft. On the other hand, OPM concludes that JN 2, which involves planning and estimating journeyman level work for 25 percent of the time, meets the criteria for inclusion in the PFPP. Accordingly, positions should involve planning and estimating journeyman level work in a single trade or group of related trades for at least 25 percent of the time in order to be credited as meeting the requirement that a considerable proportion of the incumbents' decisions require application of knowledge and experience in a specific trade or craft. Moreover, for any position determined to meet this requirement, the job description and evaluation statement should fully document the journeyman level work, including examples, which support that determination.

(b) In the case of JN 3 (figs 10-7 through 10-9), OPM concludes that the job is not covered by the PFPP, even though it involves planning and estimating journeyman level work for 100 percent of the time. The OPM decision in this case re-emphasizes that positions must meet the full criteria for the PFPP, as specified in FPM Supplement 532-1, S11-3, including the requirement that they substantially match the key characteristics of the applicable Key Level Definition, to be included in the pay plan.

b. *Question.* What trade occupations can be considered to be so closely related that journeyman experience in one is sufficient background to perform the planning and estimating for the more complex work in the other trades?

(1) *OPM discussion.* In order to answer this question usefully, we consider it necessary to describe in some detail the parameters of the issues we will address.

(a) Army's question is asked within the context of positions involved in planning and estimating journeyman level work, including positions involving journeyman Plumber work, 4206 (JN 1, 2, and 3) and positions with a mix of journeyman level work in four trades: Pipefitter, 4204; Plumber, 4206; Boiler Plant Equipment Mechanic, 5309; and Air Conditioning Equipment Mechanic, 5306 JN 4 (figs 10-10 through 10-12), JN 5 (figs 10-13 and 10-14), and JN 6 (figs 10-15 through 10-17).

(b) All but two of these same positions include varying percentages of time planning and estimating subjourneyman work in various trades. The two exceptions have planning and estimating solely for journeyman level work. They are JN 3 (focusing exclusively on journeyman Plumber work) and JN 6 (focusing exclusively on journeyman work that consists of a mix of journeyman work in all of the four trades specified).

(c) The duty of planning and estimating subjourneyman work that is a part of some of these positions is not germane to this discussion. The documentation indicates that in these particular positions planning and estimating the subjourneyman work can be done through application solely of a General Schedule background. This fact clearly excludes such work, not only from the PFPP, but also from the Federal Wage System. As the real issue in Army's question pertains to coverage under the PFPP, we will address only

those issues relevant to such coverage. Further, we will address only that aspect of paramount qualifications required for which the work planned and estimated is an indicator. We do not address here the other PFPP indicators that also must be met, including matching a Key Level Definition and career progression. It is not feasible to address here the whole universe of position types that primarily consist of planning and estimating a mix of journeyman level work. The documentation submitted expresses Army's understanding that some trades are so clearly unrelated that a journeyman in one could not be expected to move directly to plan and estimate journeyman work in the other trade(s) in the manner intended for coverage under the PFPP. Army gives as an example, Carpenter and Electrician. We agree. Similarly, Army recognizes that some trades are so closely related that a journeyman in one could easily move directly to a position that requires planning and estimating journeyman level work in the other trade(s) in a manner covered by the PFPP. Army gives as an example, Plumber and Pipefitter. Again, we agree.

(d) Further, we are sure the Army recognizes that, regardless of the relatedness of the occupations, situations can exist where the guidelines are so comprehensive that the planning and estimating of journeyman level work can be done by an employee having no trade experience. Such work is General Schedule in nature.

(e) Accordingly, our answer to Army's question will focus on the combination of the four journeyman level trades identified in the sample jobs: Pipefitter, 4204; Plumber, 4206; Boiler Plant Equipment Mechanic, 5309; and Air Conditioning Equipment Mechanic, 5306.

(f) Concerning these four trades, our view is that Pipefitter, 4204; Plumber, 4206; and Boiler Plant Equipment Mechanic, 5309 are closely enough related in terms of basic knowledges that an employee having prior journeyman level experience in any one of the three trades is able to plan and estimate journeyman work in the other two as well by bringing to bear primarily the journeyman level experience in his own background. When application of such prior journeyman level experience is the paramount requirement of a position (and the other PFPP characteristics are met) the position is a PFPP position. Our view is that the fourth trade (Air Conditioning Equipment Mechanic, 5306) is so different from the other three that acquisition of journeyman knowledges, skills and abilities as an Air Conditioning Equipment Mechanic does not enable the employee to function in a PFPP situation. Again, that PFPP situation is one where the paramount requirement for planning and estimating journeyman work in the other three trades is application of the knowledges and skills gained through the journeyman trades experience of the employee's background. In our discussion of JN 5 and JN 6 we list what we consider basic differences between the knowledges and skills of Air Conditioning Equipment Mechanic, on the one hand, and the other three trades. Fundamental skill and knowledge differences such as those listed in the discussion result in the paramount requirement of the position being something other than application of the employee's prior journeyman level experience.

(g) In summary, the Pipefitter (4204), Plumber (4206), Boiler Plant Equipment Mechanic (5309) are close enough to each other in basic skills and knowledge requirements to permit the possibility of creating a PFPP planner and estimator position involving journeyman work in these 3 occupations (if the other PFPP characteristics are met); and the Air Conditioning Equipment Mechanic (5306) is different from the three trades in the preceding paragraph. It is so different in fundamental skills and knowledge requirements that we don't consider it practicable to create a PFPP planner and estimator position based on application of Code 5306 journeyman level experience to the planning and estimating of journeyman level work in all four trades.

Job Number 1

Supervisory Controls

Receives general supervision from the chief of the estimating function, who assigns work and establishes objectives. Independently accomplishes assignments, consulting the supervisor on unusual problems. Performance is evaluated on the basis of results achieved and the accuracy and timeliness of estimates.

Major Duties

1. Using previous journeyman trade knowledge and experience, develops detailed job plans and bills of material, and prepares manhour/cost estimates for the construction, modification, maintenance, and repair of the installation's facilities, with primary emphasis on journeyman plumbing work. Develops detailed job plans, lists of materials and equipment, and cost/manhour estimates for work involving the installation, maintenance, alteration, and repair of various utility, supply, and disposal systems. Plans and estimates exclusively involve journeyman-level work in the plumbing trade. Examples of such work include Repairing and altering liquified fuel storage/dispensing equipment, modifying plumbing, piping, and mechanical controls on hydrostatic test equipment, repairing and altering piping and mechanical controls on hazardous waste disposal/storage systems, maintaining, repairing, and installing water and waste lines and fixtures in existing and new construction. Upon receipt of work request (DA Form 4283), visits job site to identify requirements and determines work to be accomplished in light of previous journeyman experience, accepted trade practices, pertinent specifications, drawings, sketches, time/cost constraints and material availability. Develops detailed, step-by-step plans for accomplishing the project and prepares sketches reflecting construction details. Develops complete lists of material/equipment and estimates material/equipment costs. Estimates total manhour requirements and details labor costs using engineered performance standards, historical data, and by application of knowledges acquired as a journeyman plumber. Visits job site while work is in progress and upon completion to determine whether specifications (scope, materials, equipment, and personnel) are adequate, that user requirements are being met, and that work is compatible with existing facilities. Reviews expended manhours and material cost with estimated cost, justifies deviations, and verifies cost base. 10%

2. Develops detailed job plans and bills of material, and prepares manhour/cost estimates for sub-journeyman level work in various trades, e.g., as would be found in multiple trade projects. Prepares cost/manhour estimates from brief statements of work requirements, designs, plans, sketches accompanying requests, and visits to job sites. Examples include replacement of failed sanitary fixtures in existing facilities; plaster and painting work associated with finish plumbing in family quarters and administrative buildings, electrical work associated with automatic water shutoff valves; masonry facilities, temporary plumbing connections for

Figure 10-1. JN1

temporary construction, replacement in-kind of valves and connections of heating, water and sewer distribution systems. Determines work to be done in light of accepted trade practices, specifications, sketches, time/cost constraints and material/equipment availability. Prepares sketches reflecting construction details. Develops complete lists of materials and equipment and estimates material/equipment costs. Estimates manhour requirements and details labor costs using engineered performance standards, historical data, and by application of practical knowledge of the various trades. Assigns work in the most efficient job sequence to the specific trades involved. Visits job site while work is in progress or upon completion to determine whether specifications are adequate, that user requirements are being met, and that work is compatible with existing facilities. Reviews expended manhours and material cost with estimated cost, justifies deviations, and verifies cost base. 90%

Performs other duties as assigned.

Figure 10-1. JN1—Continued

DA EVALUATION STATEMENT

1. References:

- a. FPM Supplement 532-1, Subchapter S11, Dec 82.
- b. General Introduction, Background and Instructions to the Position Classification Standards, Section IV, Jan 79.
- c. OPM Key Level Definitions for Production Facilitating Jobs, June 72.
- d. FPM Supplement 512-1, Job Grading System for Trades and Labor Occupations, Part I, Sep 81.

2. Background: This position is one of several that are involved in developing plans and estimates for the construction, maintenance, alteration, and repair of installation facilities. The primary emphasis of the position is on preparing detailed job plans and estimates for journeyman level plumbing work. Similar positions have been established in other occupations, so that journeyman level projects or parts of projects in any of the most important trades are assigned to a planner with the appropriate journeyman background. However, staffing levels and workload requirements dictate that the incumbent also develop plans and estimates for sub-journeyman work in plumbing and various other trades, e.g., as would be required in a multiple trade project.

3. Pay System Determination: Reference 1a indicates that a production facilitating job is considered to be a wage position when responsible management organizes the work so that the paramount requirement of the position is trade or craft knowledge and experience, and the employee must utilize this knowledge and experience in the performance of assigned duties. Reference 1b states that the paramount requirement of a job is the most important, or chief, requirement for the performance of the primary duty or responsibility for which the position exists.

a. In the case of this job, major duty 1 involves, on a regular and recurring basis, developing detailed work plans, material and equipment lists, and cost/manhour estimates for journeyman level work in the plumbing trade. Management has identified prior experience as a journeyman plumber as the paramount requirement for successful performance, due to the complexity of projects. Without such experience, an incumbent would be unable to discern accurately and completely the specific work requirements or to develop effectively and efficiently realistic work specifications and estimates of the manhours, materials and equipment required. Examples of such work include: repairing and altering liquified fuel storage/dispensing equipment, modifying plumbing, piping, and mechanical controls on hydrostatic test equipment, repairing and altering piping and mechanical controls on hazardous waste disposal/storage systems, maintaining, repairing, and installing water and waste lines and fixtures in existing and new construction. This duty occupies approximately 10 percent of the incumbent's time. On the other hand, major duty 2, which involves planning and estimating sub-journeyman level work, can be performed by individuals having a practical knowledge of the trades (such as would be acquired by an Engineering Technician, for example).

Figure 10-2. DA evaluation statement—JN1

b. The primary duty or responsibility for which the position exists is to provide the journeyman trade knowledge and experience required for planning and estimating the complex projects described in major duty 1, even though this duty occupies substantially less than a majority of the time. Since the chief requirement for the performance of this primary duty is prior journeyman knowledge and experience, it is concluded that trades knowledge and experience is the paramount requirement for the position. This is corroborated by the fact that progression into the position is exclusively from people with journeyman trade experience.

c. This determination is consistent with the guidance on mixed positions in reference 1b, which states that a position is exempt from the General Schedule if it has, as the paramount requirement for the performance of its primary duty, knowledge and experience in the trades, crafts, or manual-labor occupations; whether the duties which require other knowledge or experience are more numerous or take up most of the working time is not material. This conclusion is also consistent with the guidance in reference 1d on grading mixed jobs, which indicates that a mixed job should be graded in keeping with the duties that involve the highest skill and qualification requirements of the job, and are a regular and recurring part of the job, even if the duties involved are not performed for a majority of the time. While this guidance pertains to a job grading rather than a pay system issue, the principle would still seem to be applicable. As a result, this position meets the criterion for being considered a production facilitating wage position.

d. To be included in the Production Facilitating Pay Plan, a position must require prior experience at the journeyman level of a recognized skilled trade or craft, and must substantially meet the key characteristics of a key level job definition in scope and level of skill. This position meets these criteria, since it requires prior experience as a journeyman plumber, and essentially matches Key Level Definition 001 for a Planner and Estimator.

4. Title and Code Determination: This position primarily requires experience as a journeyman in the WG-4206 Plumber occupation. Accordingly, as specified in reference 1a the proper title and code are Planner and Estimator (Plumber), WD-4206.

Figure 10-2. DA evaluation statement—JN1—Continued

OPM ADVISORY OPINION

a. Pay System Determination: Not covered by the PFPP. The PFPP covers positions where, in addition to possessing other required features, a considerable proportion of the decisions made by the employee require (i.e., cannot be made without) application of knowledge and experience in a specific trade or craft involved. The agency evaluation indicates that 90 percent of this position can be performed by someone without a trades background. Therefore the position does not meet this PFPP characteristic, and it is not the type covered by the PFPP. Further analysis is necessary to determine whether the position is General Schedule or Wage Grade. Restating information about the position within the context of our previous PFPP discussion, 90 percent of the position consists of General Schedule and 10 percent consists of Wage Grade work. (The documentation indicates that 10 percent of the work cannot be performed without application of prior journeyman* experience.) Typically, a duty or set of duties that occupies a minimal amount of total duty time (e.g., 10 percent) is not the position's primary reason for existence, i.e., is not the position's primary duty. However, the available documentation does not absolutely exclude the possibility that unusual circumstances might exist which could cause these Wage Grade duties to be primary. For example, it's conceivable that a situation could exist where these Wage Grade duties not only are regular and recurring, occupying 10 percent of the position, but beyond that, in terms of the value to the organization of this work being performed as part of the position, they are paramount in influence or weight in relation to the other duties in the position. They could be paramount, e.g., if: a) the organization in which the position is located is unable to accomplish its mission unless these Wage Grade duties are a regular and recurring part of the position, and b) these duties contribute more to the mission than any of the other duties in the position. In summary, there are two possibilities:

- Situation A: The General Schedule duties are primary (90 percent of the position); the position is General Schedule.

- Situation B: The primary duties are those involving application of prior journeyman* level experience; the position is Wage Grade.

*(Throughout this discussion we use journeyman and journeyman level to refer to experience at the journeyman level of a recognized skilled trade or craft, or at the full skill level of other wage occupations).

b. Title, Code, and Grade.

(1) Situation A:

If the requirement for GS knowledge and experience is paramount, the position is General Schedule. The agency indicates that those duties that occupy 90 percent of the position require application of a practical knowledge of various trades, work processes and materials. Also indicated as required is the ability to translate this knowledge into plans, estimates and operational work sequences by relying primarily on administrative

Figure 10-3. OPM advisory opinion—JN1

documents such as engineered performance standards and historical data. The agency indicates these (GS) duties "...can be performed by individuals having a practical knowledge of the trades (such as would be acquired by an Engineering Technician, for example)." The duties include:

- "Develops detailed job plans and bills of material, and prepares manhour/cost estimates for subjourneyman level work in various trades, e.g., as would be found in multiple trade projects."

- "Prepares cost/manhour estimates from brief statements of work requirements, designs, plans, sketches accompanying requests, and visits to job sites."

- "Determines work to be done in light of accepted trade practices, specifications, sketches, time/cost constraints and material/equipment availability. Prepares sketches reflecting construction details. Develops complete lists of materials and equipment costs. Estimates manhour requirements and details labor costs using engineered performance standards, historical data, and by application of practical knowledge of the various trades. Assigns work in the most efficient job sequence to the specific trades involved. Visits job site while work is in progress or upon completion to determine whether specifications are adequate, that user requirements are being met, and that work is compatible with existing facilities. Reviews expended manhours and material cost with estimated cost, justifies deviations, and verifies cost base."

(a) Concerning the series, the position falls in the GS-1600 Equipment, Facilities and Services Group. The group includes positions that advise on, manage, or provide instructions or information concerning the operation, maintenance and use of equipment, shops, buildings, etc. Positions in the group require technical or managerial knowledge and ability, plus a practical knowledge of trades, craft or manual-labor occupations. Within the GS-1600 Group, this position is covered by the GS-1601 Series as that series includes GS-1600 equipment, facilities and services work for which no other series has been established. The position is not of the type covered by the GS-1152 Production Control Series, as that series covers positions concerned primarily with manufacturing operations that employ mechanical production methods.

(b) Titles for positions in this series are optional with the agency, but should be constructed consistent with published general titling instructions.

(c) The grade level criteria for the GS-1601 Series apply to only a portion of the kinds of positions in that series. They apply to positions having a full range of managerial responsibilities. They are clearly inappropriate for application to this position. The guidance in the GS-1152 Series presents the most closely related available published criteria. Accordingly, this position has been evaluated against that standard.

(d) Comparison with the GS-1152 Series standard shows that GS-7 is the proper grade for this position as described. The position is readily seen to be generally comparable to the GS-7 level nature of work performed and knowledge and judgement required (keeping in mind that this position is

Figure 10-3. OPM advisory opinion—JN1—Continued

concerned with trades repair work affected by or related to plumbing projects rather than with the manufacture and repair of production items). These position features clearly fall short of the variety of items and alternative methods requiring discriminatory judgments described in the standard at GS-9. This position is generally comparable to the GS-7 level of responsibility described as required to persuade the shops and support organizations to act. On the other hand, it appears to exceed it slightly in that the incumbent consults with the supervisor on unusual problems rather than referring controversial problems to him. The level of responsibility clearly falls short of that the standard describes at GS-9, in that the incumbent is not responsible for independent judgments regarding work operations of GS-9 level nature and scope. Based on the documentation submitted, GS-7 represents the most appropriate grade for the position as a whole.

(2) Situation B:

If application of trades experience is paramount, the position is properly classified as Plumber, WG-4206-9. This opinion is based on our understanding, consistent with the agency evaluation, that in this position the planning and estimating of journeyman plumbing work cannot be accomplished except through application of journeyman level plumbing knowledges and experience.

(3) Conclusion:

Either: Situation A: (Title optional) GS-1601-7

Or: Situation B: Plumber, GS-4206-9

Supervisory Controls

Receives general supervision from the chief of the estimating function, who assigns work and establishes objectives. Independently accomplishes assignments, consulting the supervisor on unusual problems. Performance is evaluated on the basis of results achieved and the accuracy and timeliness of estimates.

Major Duties

1. Using previous journeyman trade knowledge and experience, develops detailed job plans and bills of material, and prepares manhour/cost estimates for the construction, modification, maintenance, and repair of the installation's facilities, with primary emphasis on journeyman plumbing work. Develops detailed job plans, lists of materials and equipment, and cost/manhour estimates for work involving the installation, maintenance, alteration, and repair of various utility, supply, and disposal systems. Plans and estimates exclusively involve journeyman-level work in the plumbing trade. Examples of such work include Repairing and altering liquified fuel storage/dispensing equipment, modifying plumbing, piping, and mechanical controls on hydrostatic test equipment, repairing and altering piping and mechanical controls on hazardous waste disposal/storage systems, maintaining, repairing, and installing water and waste lines and fixtures in existing and new construction. Upon receipt of work request (DA Form 4283), visits job site to identify requirements, and determines work to be accomplished in light of previous journeyman experience, accepted trade practices, pertinent specifications, drawings, sketches, time/cost constraints and material availability. Develops detailed, step-by-step plans for accomplishing the project and prepares sketches reflecting construction details. Develops complete lists of material/equipment and estimates material/equipment costs. Estimates total manhour requirements and details labor cost using engineered performance standards, historical data, and by application of knowledge acquired as a journeyman plumber. Visits job site while work is in progress and upon completion to determine whether specifications (scope, materials, equipment, and personnel) are adequate, that user requirements are being met, and that work is compatible with existing facilities. Reviews expended manhours and material cost with estimated cost, justifies deviations, and verifies cost base. 25%

2. Develops detailed job plans and bills of material, and prepares manhour/cost estimates for sub-journeyman level work in various trades, e.g., as would be found in multiple trade projects. Prepares cost/manhour estimates from brief statements of work requirements, designs, plans, sketches accompanying requests, and visits to job sites. Examples include replacement of failed sanitary fixtures in existing facilities, plaster and painting work associated with finish plumbing in family quarters and administrative buildings, electrical work associated with automatic water shutoff valves; masonry and tile work associated with plumbing for floor drains, toilets and other sanitary facilities, temporary plumbing connections for temporary construction, replacement in-kind of valves and connections for heating, water and sewer distribution systems. Determines

Figure 10-4. JN2

work to be done in light of accepted trade practices, specifications, sketches, time/cost constraints and material/equipment availability. Prepares sketches reflecting construction details. Develops complete lists of materials and equipment and estimates materials/equipment costs. Estimates manhour requirements and details labor costs using engineered performance standards, historical data, and by application of practical knowledge of the various trades. Assigns work in the most efficient job sequence to the specific trades involved. Visits job site while work is in progress or upon completion to determine whether specifications are adequate, that user requirements are being met, and that work is compatible with existing facilities. Reviews expended manhours and material cost with estimated cost, justifies deviations, and verifies cost base. 75%

Performs other duties as assigned.

Figure 10-4. JN2—Continued

DA EVALUATION STATEMENT

1. References:

- a. FPM Supplement 532-1, Subchapter S11, Dec 82.
- b. General Introduction, Background and Instructions to the Position Classification Standards, Section IV, Jan 79.
- c. OPM Key Level Definitions for Production Facilitating Jobs, June 72.
- d. FPM Supplement 512-1, Job Grading Systems for Trades and Labor Occupations, Part I, Sep 81.

2. Background: This position is one of several that are involved in developing plans and estimates for the construction, maintenance, alteration, and repair of installation facilities. The primary emphasis of the position is on preparing detailed job plans and estimates for journeyman level plumbing work. Similar positions have been established in other occupations, so that journeyman level projects or parts of projects in any of the most important trades are assigned to a planner with the appropriate journeyman background. However, staffing levels and workload requirements dictate that the incumbent also develop plans and estimates for sub-journeyman work in plumbing and various other trades, e.g., as would be required in a multiple trade project.

3. Pay System Determination: Reference 1a indicates that a production facilitating job is considered to be a wage position when responsible management organizes the work so that the paramount requirement of the position is trade or craft knowledge and experience, and the employee must utilize this knowledge and experience in the performance of assigned duties. Reference 1b states that the paramount requirement of a job is the most important, or chief, requirement for the performance of the primary duty or responsibility for which the position exists.

a. In the case of this job, major duty 1 involves, on a regular and recurring basis, developing detailed work plans, material and equipment lists, and cost/manhour estimates for journeyman level work in the plumbing trade. Management has identified prior experience as a journeyman plumber as the paramount requirement for successful performance, due to the complexity of projects. Without such experience, an incumbent would be unable to discern accurately and completely the specific work requirements or to develop effectively and efficiently realistic work specifications and estimates of the manhours, materials and equipment required. Examples of such work include: repairing and altering liquified fuel storage/dispensing equipment, modifying plumbing, piping, and mechanical controls on hydrostatic test equipment, repairing and altering piping and mechanical controls on hazardous waste disposal/storage systems, maintaining, repairing, and installing water and waste lines and fixtures in existing and new construction. This duty occupies approximately 25 percent of the incumbent's time. On the other hand, major duty 2, which involves planning and estimating sub-journeyman level work, can be performed by individuals having a practical knowledge of the trades (such as would be acquired by an Engineering Technician, for example.)

Figure 10-5. DA evaluation statement—JN2

b. The primary duty or responsibility for which the position exists is to provide the journeyman trade knowledge and experience required for planning and estimating the complex projects described in major duty 1, even though this duty occupies less than a majority of the time. Since the chief requirement for the performance of this primary duty is prior journeyman knowledge and experience, it is concluded that trades knowledge and experience is the paramount requirement for the position. This is corroborated by the fact that progression into the position is exclusively from people with journeyman trade experience.

c. This determination is consistent with the guidance on mixed positions in reference 1b, which states that a position is exempt from the General Schedule if it has, as the paramount requirement for the performance of its primary duty, knowledge and experience in the trades, crafts, or manual-labor occupations; whether the duties which require other knowledge or experience are more numerous or take up most of the working time is not material. This conclusion is also consistent with the guidance in reference 1d on grading mixed jobs, which indicates that a mixed job should be graded in keeping with the duties that involve the highest skill and qualification requirements of the job, and are a regular and recurring part of the job, even if the duties involved are not performed for a majority of the time. While this guidance pertains to a job grading rather than a pay system issue, the principle would still seem to be applicable. As a result, this position meets the criterion for being considered a production facilitating wage position.

d. To be included in the Production Facilitating Pay Plan, a position must require prior experience at the journeyman level of a recognized skilled trade or craft, and must substantially meet the key characteristics of a key level job definition in scope and level of skill. This position meets these criteria, since it requires prior experience as a journeyman plumber, and essentially matches Key Level Definition 001 for a Planner and Estimator.

4. Title and Code Determination: This position primarily requires experience as a journeyman in the WG-4206 Plumber occupation. Accordingly, as specified in reference 1a the proper title and code are Planner and Estimator (Plumber), WD-4206.

Figure 10-5. DA evaluation statement—JN2—Continued

OPM ADVISORY OPINION

a. Pay System Determination:

Covered by the PFPP. This opinion is based on our understanding that:

- the position substantially matches the key characteristics of KLD #001 in scope and level of skill (The position description (PD) closely matches the KLD. The wording of the PD appears to be consistent with the agency's conclusion (presented in its evaluation statement) that the work cannot be accomplished without application of journeyman level plumbing knowledges and experience);

- career progression is exclusively from candidates possessing journeyman level experience in the plumbing trade;

- career progression is normally to other trade or craft positions (We assume this. The agency documentation does not address this issue.);

- the position requires application of a general knowledge of trades associated with plumbing.

b. Title, Code, and Grade:

No discussion is provided as the classification decisions are clearcut and the pay system has been determined to be the PFPP.

Figure 10-6. OPM advisory opinion—JN2

Supervisory Controls

Receives general supervision from the chief of the estimating function, who assigns work and establishes objectives. Independently accomplishes assignments, consulting the supervisor on unusual problems. Performance is evaluated on the basis of results achieved and the accuracy and timeliness of estimates.

Major Duties

1. Using previous journeyman trade knowledge and experience, develops, detailed job plans and bills of material, and prepares manhour/cost estimates for the construction, modification, maintenance, and repair of the installation's facilities, with primary emphasis on journeyman plumbing work. Develops detailed job plans, lists of materials and equipment, and cost/manhour estimates for work involving the installation, maintenance, alteration, and repair of various utility, supply, and disposal systems. Plans and estimates exclusively involve journeyman-level work in the plumbing trade. Examples of such work include Repairing and altering liquified fuel storage/dispensing equipment, modifying plumbing, piping, and mechanical controls on hydrostatic test equipment, repairing and altering piping and mechanical controls on hazardous waste disposal/storage systems, maintaining, repairing, and installing water and waste lines and fixtures in existing and new construction. Upon receipt of work request (DA Form 4283), visits job site to identify requirements, and determines work to be accomplished in light of previous journeyman experience, accepted trade practices, pertinent specifications, drawings, sketches, time/cost constraints and material availability. Develops detailed, step-by-step plans for accomplishing the project and prepares sketches reflecting construction details. Develops complete lists of material/equipment and estimates material/equipment costs. Estimates total manhour requirements and details labor costs using engineered performance standards, historical data, and by application of knowledge acquired as a journeyman plumber. Visits job site while work is in progress and upon completion to determine whether specifications (scope, materials, equipment, and personnel) are adequate, that user requirements are being met, and that work is compatible with existing facilities. Reviews expended manhours and material cost with estimated cost, justifies deviations, and verifies cost base. 100%

Performs other duties as assigned.

Figure 10-7. JN3

DA EVALUATION STATEMENT

1. References:

- a. FPM Supplement 532-1, Subchapter S11, Dec 82.
- b. General Introduction, Background and Instructions to the Position Classification Standards, Section IV, Jan 79.
- c. OPM Key Level Definitions for Production Facilitating Jobs, June 72.

2. Background: This position is one of several that are involved in developing plans and estimates for the construction, maintenance, alteration, and repair of installation facilities. The primary emphasis of the position is on preparing detailed job plans and estimates for journeyman level plumbing work. Similar positions have been established in other occupations, so that journeyman level projects or parts of projects in any of the most important trades are assigned to a planner with the appropriate journeyman background. Projects involving more than one trade are segmented, so that each part is handled by an appropriate specialist.

3. Pay System Determination: Reference 1a indicates that a production facilitating job is considered to be a wage position when responsible management organizes the work so that the paramount requirement of the position is trade or craft knowledge and experience, and the employee must utilize this knowledge and experience in the performance of assigned duties. Reference 1b states that the paramount requirement of a job is the most important, or chief, requirement for the performance of the primary duty or responsibility for which the position exists.

a. This job involves, on a regular and recurring basis, developing detailed work plans, material and equipment lists, and cost/manhour estimates for journeyman level work in the plumbing trade. Management has identified prior experience as a journeyman plumber as the paramount requirement for successful performance, due to the complexity of projects. Without such experience, an incumbent would be unable to discern accurately and completely the specific work requirements or to develop effectively realistic work specifications and estimates of the manhours, materials and equipment required. Examples of such work include: repairing and altering liquified fuel storage/dispensing equipment, modifying plumbing, piping, and mechanical controls on hydrostatic test equipment, repairing and altering piping and mechanical controls on hazardous waste disposal/storage systems, maintaining, repairing, and installing water and waste lines and fixtures in existing and new construction.

b. The primary duty or responsibility for which the position exists is to provide the journeyman trade knowledge and experience required for planning and estimating the complex projects described in major duty 1. Since the chief requirement for the performance of this primary duty is prior journeyman knowledge and experience, it is concluded that trades knowledge and experience is the paramount requirement for the position. This is corroborated by the fact that progression into the position is exclusively from people with journeyman trade experience. Therefore, the position meets the criterion for being considered a production facilitating wage position.

Figure 10-8. DA evaluation statement—JN3

c. To be included in the Production Facilitating Pay Plan, a position must require prior experience at the journeyman level of a recognized skilled trade or craft, and must substantially meet the key characteristics of a key level job definition in scope and level of skill. This position meets these criteria, since it requires prior experience as a journeyman plumber, and essentially matches Key Level Definition 001 for a Planner and Estimator.

4. Title and Code Determination: This position primarily requires experience as a journeyman in the WG-4206 Plumber occupation. Accordingly, as specified in reference 1a the proper title and code are Planner and Estimator (Plumber), WD-4206.

Figure 10-8. DA evaluation statement—JN3—Continued

a. Pay System Determination:

Not covered by the PFPP. The position does not substantially match the key characteristics of KLD #001, which describes Planner and Estimator positions. The KLD describes assigning work to more than one work center, detailing labor costs by shop, and determining amount and type of material needed by each shop. The KLD summary statement describes such duties as determining categories of shop personnel required, and assigning work to shops or trade groups. JN 3 does not indicate the presence of these duties. The position is described as exclusively planning and estimating journeyman level plumbing work. (We would expect that responsibility for entire projects would more commonly involve planning and estimating mixed kinds of work as in JN 2.)

b. Title, Code, and Grade:

(1) The position description is not so worded as to exclude the possibility that it covers work involving application of journeyman plumbing knowledge and experience. For example:

"...Develops detailed, step-by-step plans for accomplishing the project and prepares sketches reflecting construction details. Develops complete lists of material/equipment and estimates material/equipment costs..."

(2) A conclusion that the planning and estimating of the plumbing work cannot be accomplished except by application of prior journeyman level plumbing experience is consistent with supplementary material in the agency evaluation statement. The agency indicates that prior journeyman experience is the paramount requirement, and that:

"...Without such experience, an incumbent would be unable to discern accurately and completely the specific work requirements or to develop effectively and efficiently realistic work specifications and estimates of the manhours, materials and equipment required...."

(3) Based on the preceding, we understand that this requirement is paramount and inherent in the work, and the work cannot be done without it. Therefore, the position clearly falls in the Federal Wage System. However, neither the PD nor the agency evaluation give any indication that the work requires planning and estimating work for performance by different categories of shops. On the contrary, the position is described as planning and estimating exclusively journeyman level plumbing work. Thus the position differs significantly from the scope of KLD #001. That KLD involves determining the "categories of shop personnel required," "preparing job order specifications assigning work to shops or trade groups in accordance with nature of work," etc.

(4) Accordingly, as this position does not meet KLD #001 (specifically for planner and estimator) nor any other pay level definition, it is not the kind of position that is covered by the Production Facilitating Pay Plan (PFPP). The position consists of applying journeyman plumber knowledge, skills and abilities to plan and estimate exclusively journeyman plumbing work.

Figure 10-9. OPM advisory opinion—JN3

(5) The position is assigned a title, code and grade appropriate to a regular journeyman Federal Wage System Plumber position:

Plumber, WG-4206-9.

Figure 10-9. OPM advisory opinion—JN3—Continued

Job Number 4

Supervisory Controls

Receives general supervision from the chief of the estimating function, who assigns work and establishes objectives. Independently accomplishes assignments, consulting the supervisor on unusual problems. Performance is evaluated on the basis of results achieved and the accuracy and timeliness of estimates.

Major Duties

1. Using journeyman trade experience, develops detailed job plans, material/equipment specifications and cost/time estimates for construction, alteration, maintenance, and repair work for both journeyman and sub-journeyman workers in the mechanical trades. Develops detailed job plans, material and equipment specifications, and cost/time estimates for projects involving the installation, alteration, maintenance, and repair of facility components and systems in the mechanical classification (utility, supply and disposal systems, heating, refrigeration and air conditioning equipment, air distribution systems, etc.). Plans and estimates exclusively involve journeyman level work in various trades (e.g., Plumbing, Pipefitting, Air Conditioning Equipment Mechanic, Boiler Plant Equipment Mechanic). Examples of such work include repairing, installing, and modifying components of high pressure steam distribution systems to include extending lines, installing diaphragm valves and pressure regulators, and replacing steam generators, vacuum pumps, and radiators; installing, modifying, and extending nitrogen and oxygen piping system in hospitals to include testing system and equipment after completion of work; installing water supply systems in additions and extensions to existing facilities; repairing food warehouse refrigeration systems and air conditioning systems serving central computer and communications facilities. Upon receipt of work request (DA Form 4283), visits job site, uses journeyman experience to fully identify specific work requirements, analyzes work to be accomplished in light of prior experience of incumbent, accepted trade practices, pertinent specifications, drawings, sketches, and time/cost constraints and material availability. Using journeyman experience, develops detailed, step-by-step plans for accomplishing the project and prepares sketches reflecting construction details. Develops complete lists of material and estimates material costs. Identifies equipment requirements/costs. Estimates total manhour requirements for each job phase and details labor costs by shop using engineered performance standards, historical data, and by application of knowledge acquired as a journeyman tradesman. Plans work in the most efficient job sequence to the specific trades involved. Visits job site while work is in progress and upon completion to determine whether specifications (scope, materials, equipment, and personnel) are adequate, that user requirements are being met, and that work is compatible with existing facilities. Reviews expended manhours and material cost with estimated cost justifies deviations, and verifies cost base. 10%

Figure 10-10. JN4

2. Develops detailed job plans, material and equipment specifications, and cost/time estimates for projects involving sub-journeyman level work in various mechanical classifications (utility, supply and disposal systems, heating refrigeration and air conditioning equipment, air distribution systems, etc.). Prepares cost/manhour estimates from brief statements of work requirements, designs, plans accompanying requests, and visits to job sites. Examples of work include replacing valve systems and components of hot water heating systems, replacing domestic and industrial waste disposal systems, replacing components of domestic and industrial central air conditioning systems, replacing broken or defective sections of water supply systems to include elbows, valves, unions, and pressure reducers; installing equipment such as water heaters, water coolers, showers, sinks, water closets, tubs, and components of fire sprinkler systems. Analyzes work to be done in light of accepted trade practices, specifications, and sketches. Prepares sketches reflecting construction details. Develops complete lists of materials and estimates material costs. Details manhour requirements and details labor costs by shop using engineered performance standards, historical data, and by application of a practical knowledge and experience of the various trades. Plans work in the most efficient job sequence to the specific trades involved. Visits job site while work is in progress or upon completion to assure that specifications are adequate, that user requirements are being met, and that work is compatible with cost, justifies deviations, and verifies cost base. 90%

Performs other duties as assigned.

Figure 10-10. JN4—Continued

DA EVALUATION STATEMENT

1. References:

- a. FPM Supplement 532-1, Subchapter S11, Dec 82.
- b. General Introduction, Background and Instructions to the Position Classification Standards, Section IV, Jan 79.
- c. OPM Key Level Definitions for Production Facilitating Jobs, June 72.
- d. FPM Supplement 512-1, Job Grading Systems for Trades and Labor Occupations, Part I, Sep 81.

2. Background: This job is one of several that are involved in developing plans and estimates for the construction, maintenance, alteration, and repair of installation facilities. The projects assigned to the incumbent involve work in any of several related trades (Plumber, Pipefitter, Air Conditioning Equipment Mechanic, Boiler Plant Equipment Mechanic) which fall into the mechanical classification. Similar positions have been established in the structural (carpentry, masonry, etc.) and electrical fields to ensure that, for the part of any project involving journeyman level work, a planner and estimator with journeyman experience in the pertinent trade area is available to prepare the necessary plans and estimates. Projects involving more than one trade area are segmented, so that each part is handled by an appropriate specialist.

3. Pay System Determination: Reference 1a indicates that a production facilitating job is considered to be a wage position when responsible management organizes the work so that the paramount requirement of the position is trade or craft knowledge and experience, and the employee must utilize this knowledge and experience in the performance of assigned duties. Reference 1b states that the paramount requirement of a job is the most important, or chief, requirement for the performance of the primary duty or responsibility for which the position exists.

a. In the case of this job, major duty 1 involves, on a regular and recurring basis, developing detailed work plans and estimates for journeyman level work in any of several allied trades (Plumber, Pipefitter, Air Conditioning Equipment Mechanic, Boiler Plant Equipment Mechanic, etc.). Management has identified prior experience at the journeyman level in one of the pertinent trades as the paramount requirement for successful performance, due to the complexity of projects. Without such experience, an incumbent would be unable to discern effectively and efficiently the full specific work requirements, develop step-by-step job plans, or to develop realistic estimates of the manhours/specific material and equipment/cost required. Examples of such projects include: repairing, installing, and modifying components of high pressure steam distribution systems to include extending lines, installing diaphragm valves and pressure regulators, and replacing steam generators, vacuum pumps, and radiators; installing, modifying, and extending nitrogen and oxygen piping system in hospitals to include testing system and equipment after completion of work; installing water supply systems in additions and extensions to existing facilities; repairing food warehouse refrigeration systems and air conditioning systems serving central computer and communications facilities. This duty occupies approximately 10

Figure 10-11. DA evaluation statement—JN1

percent of the incumbent's time. On the other hand, major duty 2, which involves planning and estimating mechanical work for sub-journeyman level workers, can be performed by individuals having a practical knowledge of the trades (such as would be acquired by an Engineering Technician, for example).

b. The primary duty or responsibility for which the position exists is to provide the journeyman trade expertise required for planning and estimating the complex projects described in major duty 1, even though this duty occupies substantially less than a majority of the time. Since the chief requirement for the performance of this primary duty is prior journeyman knowledge and experience, it is concluded that trades knowledge and experience is the paramount requirement for the position. This is corroborated by the fact that progression into the position is exclusively from people with journeyman trade experience.

c. This determination is consistent with the guidance on mixed positions in reference 1b, which states that a position is exempt from the General Schedule if it has, as the paramount requirement for the performance of its primary duty, knowledge and experience in the trades, crafts, or manual-labor occupations; whether the duties which require other knowledge or experience are more numerous or take up most of the working time is not material. This conclusion is also consistent with the guidance in reference 1d on grading mixed jobs, which indicates that a mixed job should be graded in keeping with the duties that involve the highest skill and qualification requirements of the job, and are a regular and recurring part of the job, even if the duties involved are not performed for a majority of the time. While this guidance pertains to a job grading rather than a pay system issue, the principle would still seem to be applicable. As a result, this position meets the criterion for being considered a production facilitating wage position.

d. To be included in the Production Facilitating Pay Plan, a position must require prior experience at the journeyman level of a recognized skilled trade or craft, and must substantially meet the key characteristics of a key level job definition in scope and level of skill. This position meets these criteria, since it requires prior experience as a journeyman in one of the mechanical trades, and essentially matches Key Level Definition 001 for a Planner and Estimator.

4. Title and Code Determination: Reference 1a states that a production facilitating job that primarily involves or requires experience in a particular trade is coded to that job family and occupation. This position does require experience in a particular trade, although that trade can be any one of the following: Plumber, Pipefitter, Air Conditioning Equipment Mechanic, Boiler Plant Equipment Mechanic. Therefore, depending on the journeyman experience of the individual selected for the job, the position will be assigned one of the following codes: 4204, 4206, 5306, or 5309.

a. Reference 1a also states that the title of a position is the basic title shown on the key level definition with which the position is matched, followed parenthetically by a specific or general trade designator. When a position primarily involves or requires experience in a particular trade, the trade designator is the title of the journeyman mechanic in that trade. As discussed above, this job requires experience in any one of four trades.

Figure 10-11. DA evaluation statement—JN4—Continued

b. Therefore, depending on the experience of the individual selected for the job, it will be titled and coded as: Planner and Estimator (Pipefitter), WD-4204, Planner and Estimator (Plumber), WD-4206, Planner and Estimator (Air Conditioning Equipment Mechanic), WD-5306, or Planner and Estimator (Boiler Plant Equipment Mechanic), WD-5309.

Figure 10-11. DA evaluation statement—JN4—Continued

OPM ADVISORY OPINION

a. Pay System Determination.

(1) Not covered by the PFPP. We wish to make two points about the position. First, the position, as described in the PD and agency evaluation, is definitely not a PFPP-type position, and most likely is not a Federal Wage System position, because such a limited proportion (10 percent) of it requires application of any trades experience. Second, we don't consider the position as reflecting a real-life situation due to the particular combination of journeyman level trades work that is described as planned and estimated. Both issues are discussed below. In addition, we elaborate on the issues involved in our second point in our discussion of JN 5 and 6, which involve the same journeyman trades combinations as JN 4, but differ in the proportion of the position they occupy.

(2) Concerning our first point, the position represented by JN 4 is not a PFPP position. Only 10 percent of it involves work that requires application of prior wage knowledge and experience. The agency indicates the remaining 90 percent of the position consists of planning and estimating that can be accomplished by a person having a practical knowledge of the trades such as would be acquired by a General Schedule Engineering Technician. One of the PFPP identifying characteristics is that a considerable portion of the decisions made by the employee require (i.e., cannot be made without) application of knowledge and experience in a specific trade or craft involved. Another PFPP identifying characteristic is that a substantial proportion of the position's time consists of planning and estimating work in a basic trade or craft, or in a group of related trades. The position appears to meet the second characteristic. In our view, it does not meet the first. So small a portion of the workload as 10 percent does not permit a considerable proportion of the employee's total decisions to require application of prior trades experience. Therefore, this is not a PFPP position.

(3) One way of describing this position is to indicate that 90 percent of it consists of General Schedule work and 10 percent consists of wage grade work. Typically, a position made up of mixed pay system work in these percentages would fall in the General Schedule. That is, the paramount requirement for performance of such a position's primary duty is typically application of General Schedule knowledge and experience. When it is, the proper pay system is General Schedule.

(4) It is conceivable that unusual circumstances could result in wage knowledge and experience being the paramount requirement of the position's primary duty. Should this occur, the position would be wage grade. As indicated under our discussion of JN 1, such unusual circumstances could occur in a situation where: a) the organization in which the position is located could not accomplish its mission unless the duties were a regular and recurring part of the position, and b) these duties contribute more to the mission than any of the other duties.

Figure 10-12. OPM advisory opinion—JN4

(5) Therefore, the position as described could be either GS or Wage Grade. This would apply whether 10 percent of the position consisted of planning and estimating journeyman level work for all four trades, or for the three related trades, with Air Conditioning Equipment Mechanic, 5306, omitted.

(6) This brings us to our second point. We don't consider the particular projected combination of journeyman level trades work planned and estimated as reflecting a real-life situation. The combination includes journeyman work in these four trades: Pipefitter, 4204; Plumber, 4206; Boiler Plant Equipment Mechanic, 5309; and Air Conditioning Equipment Mechanic, 5306. We would consider the combination realistic if planning and estimating Air Conditioning Equipment Mechanic work, 5306, at the journeyman level were to be omitted from the group of journeyman trades planned and estimated. The principle at issue here is substantially the same as that reflected in JN 5 and 6. Please see our discussion of those jobs for a detailed discussion of our views on this matter.

b. Title, Code and Grade.

(1) As discussed above, the position description, as currently written, could cover a General Schedule (Situation A, discussed below) or a wage grade (Situation B, discussed below) position. Most importantly, we don't consider the position as reflecting a real-life situation due to the particular combination of journeyman level trades work that is described as planned and estimated. We would consider the position realistic if the journeyman Air Conditioning Equipment Mechanic work, 5306, were dropped from the combination of trades planned and estimated. Below, we project a situation where this has been done, and the position is otherwise identical to that described in JN 4 and the Army evaluation. That is, the journeyman work planned and estimated falls in three trades only: Pipefitter, 4204; Plumber, 4206, and Boiler Plant Equipment Mechanic, 5309.

(2) Situation A

If the GS knowledges and experience are paramount, as we expect is the more typical situation, the position is General Schedule, and falls in the GS-1600 Equipment, Facilities and Services Group. The group includes positions that advise on, manage, or provide instructions or information concerning the operation, maintenance, and use of equipment, shops, buildings, etc. Positions in the group require technical or managerial knowledge and ability, plus a practical knowledge of trades, craft or manual-labor occupations. Within the GS-1600 Group, the position is covered by the GS-1601 Series as that series includes GS-1600 equipment, facilities and services work for which no other series has been established. The position is not of the type covered by the Production Control Series, GS-1152, as that series covers positions concerned primarily with manufacturing operations that employ mechanical production methods.

(a) Title for positions in this series are optional with the agency, but should be constructed consistent with published general titling instructions.

Figure 10-12. OPM advisory opinion—JN4—Continued

(b) The grade level criteria for the GS-1601 series cover only a portion of the kinds of positions properly placed in that series. They apply to positions having a full range of managerial responsibilities. They are clearly inappropriate for application to this position. The guidance for the GS-1152 series presents the most closely related available published criteria. Accordingly, this position has been evaluated against that standard.

(c) This position's features related to nature of work performed and knowledge and judgement required are generally comparable to those the standard describes at GS-7. They clearly fall short of those the standard describes as GS-9. For example, this position's work (the 90 percent that is General Schedule) consists of a limited variety of items (e.g., piping systems, ducts, water heaters, tubs) and a limited variety of operations related to repairing or replacing their components. The work clearly falls short of the GS-9 level which requires, e.g., deciding among varied choices of work sequences involving general purpose machines and specialized trades shops capable of multiple processes and operations, and considering the relationship of work planned to such activities as engineering, budget, purchasing and supply. The position is not described as approaching these features.

(d) The position is generally comparable to the GS-7 level of responsibility described in the standard. The position falls short of GS-7 in that the incumbent is not responsible for persuading shops and support organizations to take action. On the other hand, the incumbent has slightly more responsibility to resolve controversial problems. The PD indicates the incumbent consults the supervisor on unusual problems, rather than merely referring such problems to him.

(e) Overall, GS-7 is the proper grade.

(3) Situation B

If atypical circumstances result in the wage portion of the position (10 percent) being the primary reason for the existence of the position, our opinion is that the proper classification is to the regular Federal Wage System.

(a) The PD indicates that this planning and estimating can be done by a journeyman (see paragraph below) from any one of four occupations: Pipefitter, 4204; Plumber, 4206; Air Conditioning Equipment Mechanic, 5306; and Boiler Plant Equipment Mechanic, 5309. As indicated above, we are discussing here a situation where the planning and estimating of journeyman level Air Conditioning Equipment Mechanic work is not a part of the position. Consistent with FPM Supplement 512-1, Part 1, October 1981, we would code and title the job to the code and title of the occupation whose knowledges and experience the incumbent primarily applies to work. Therefore, the code and title would be chosen from those for the three remaining trades, as appropriate.

Figure 10-12. OPM advisory opinion—JN4—Continued

(b) The documentation submitted indicates that an employee having journeyman experience in any of the above trades can do the job. Excluding Air Conditioning Equipment Mechanic (as discussed above), two of the trades have a typical journeyman level of grade 10; the other (Plumber, 4206) has a typical journeyman level of grade 9. As the work can be accomplished through application of grade 9 knowledges, skills and abilities, it does not require application of knowledges, skills and abilities above grade 9. For Situation B, we accept the agency's statement that journeyman grade 9 Plumber qualifications are required for successfully planning and estimating the work. It follows that the job does not require qualifications above grade 9 in the other two trades. The proper grade for the Situation B position, then, is grade 9, regardless of whether it is filled by an employee having the required level of qualifications (grade 9 Plumber) or qualifications above the level required (grade 10 Pipefitter or Boiler Plant Equipment Mechanic).

(4) Conclusion:

Situation A: (Title optional), GS-1601-7

Situation B: One of the following, as appropriate:

Pipefitter, WG-4204-9

Plumber, WG-4206-9

Boiler Plant Equipment Mechanic, WG-5309-9.

Figure 10-12. OPM advisory opinion—JN4—Continued

Supervisory Controls

Receives general supervision from the chief of the estimating function, who assigns work and establishes objectives. Independently accomplishes assignments, consulting the supervisor on unusual problems. Performance is evaluated on the basis of results achieved and the accuracy and timeliness of estimates.

Major Duties

1. Using journeyman trade experience, develops detailed job plans, material/equipment specifications and cost/time estimates for construction, alteration, maintenance, and repair work for both journeyman and sub-journeyman workers in the mechanical trades. Develops detailed job plans, material and equipment specifications, and cost/time estimates for projects involving the installation, alteration, maintenance, and repair of facility components and systems in the mechanical classification (utility, supply and disposal systems, heating, refrigeration and air conditioning equipment, air distribution systems, etc.). Plans and estimates exclusively involve journeyman level work in various trades (e.g., Plumbing, Pipefitting, Air Conditioning Equipment Mechanic, Boiler Plant Equipment Mechanic). Examples of such work include repairing, installing, and modifying components of high pressure steam distribution systems to include extending lines, installing diaphragm valves and pressure regulators, and replacing steam generators, vacuum pumps, and radiators; installing, modifying, and extending nitrogen and oxygen piping system in hospitals to include testing system and equipment after completion of work; installing water supply systems in additions and extensions to existing facilities; repairing food warehouse refrigeration systems and air conditioning systems serving central computer and communications facilities. Upon receipt of work request (DA Form 4283), visits job site, uses journeyman experience to fully identify specific work requirements, analyzes work to be accomplished in light of prior experience of incumbent, accepted trade practices, pertinent specifications, drawings, sketches, and time/cost constraints and material availability. Using journeyman experience, develops detailed, step-by-step plans for accomplishing the project and prepares sketches reflecting construction details. Develops complete lists of material and estimates material costs. Identifies equipment requirements/costs. Estimates total manhour requirements for each job phase and details labor costs by shop using engineered performance standards, historical data, and by application of knowledge acquired as a journeyman tradesman. Plans work in the most efficient job sequence to the specific trades involved. Visits job site while work is in progress and upon completion to determine whether specifications (scope, materials, equipment, and personnel) are adequate, that user requirements are being met, and that work is compatible with existing facilities. Reviews expended manhours and material cost with estimated cost, justifies deviations, and verifies cost base. 50%

Figure 10-13. JN5

2. Develops detailed job plans, material and equipment specifications, and cost/time estimates for projects involving sub-journeyman level work in various mechanical classifications (utility, supply and disposal systems, heating refrigeration and air conditioning equipment, air distribution systems, etc.). Prepares cost/manhour estimates from brief statements of work requirements, designs, plans accompanying requests, and visits to job sites. Examples of work include replacing valve systems and components of hot water heating systems, replacing domestic and industrial waste disposal systems, replacing components of domestic and industrial central air conditioning systems, replacing broken or defective sections of water supply systems to include elbows, valves, unions, and pressure reducers; installing equipment such as water heaters, water coolers, showers, sinks, water closets, tubs, and components of fire sprinkler systems. Analyzes work to be done in light of accepted trade practices, specifications, and sketches. Prepares sketches reflecting construction details. Develops complete lists of materials and estimates materials costs. Details manhour requirements and details labor costs by shop using engineered performance standards, historical data, and by application of practical knowledge and experience of the various trades. Plans work in the most efficient job sequence to the specific trades involved. Visits job site while work is in progress or upon completion to assure that specifications are adequate, that user requirements are being met, and that work is compatible with existing facilities. Reviews expended manhours and material cost with estimated cost, justifies deviations, and verifies cost base. 50%

Performs other duties as assigned.

Figure 10-13. JN5—Continued

DA EVALUATION STATEMENT

1. References:

- a. FPM Supplement 532-1, Subchapter S11, Dec 82.
- b. General Introduction, Background and Instructions to the Position Classification Standards, Section IV, Jan 79.
- c. OPM Key Level Definitions for Production Facilitating Jobs, June 72.
- d. FPM Supplement 512-1, Job Grading Systems for Trades and Labor Occupations, Part I, Sep 81.

2. Background: This job is one of several that are involved in developing plans and estimates for the construction, maintenance, alteration, and repair of installation facilities. The projects assigned to the incumbent involve work in any of several related trades (Plumber, Pipefitter, Air Conditioning Equipment Mechanic, Boiler Plant Equipment Mechanic) which fall into the mechanical classification. Similar positions have been established in the structural (carpentry, masonry, etc.) and electrical fields to ensure that, for the part of any project involving journeyman level work, a planner and estimator with journeyman experience in the pertinent trade area is available to prepare the necessary plans and estimates. Projects involving more than one trade area are segmented, so that each part is handled by an appropriate specialist.

3. Pay System Determination: Reference 1a indicates that a production facilitating job is considered to be a wage position when responsible management organizes the work so that the paramount requirement of the position is trade or craft knowledge and experience, and the employee must utilize this knowledge and experience in the performance of assigned duties. Reference 1b states that the paramount requirement of a job is the most important, or chief, requirement for the performance of the primary duty or responsibility for which the position exists.

a. In the case of this job, major duty 1 involves, on a regular and recurring basis, developing detailed work plans and estimates for journeyman level work in any of several allied trades (Plumber, Pipefitter, Air Conditioning Equipment Mechanic, Boiler Plant Equipment Mechanic, etc.). Management has identified prior experience at the journeyman level in one of the pertinent trades as the paramount requirement for successful performance, due to the complexity of projects. Without such experience, an incumbent would be unable to discern effectively and efficiently the full specific work requirements, develop step-by-step job plans, or to develop realistic estimates of the manhours/specific material and equipment/cost required. Examples of such projects include: repairing, installing, and modifying components of high pressure steam distribution systems to include extending lines, installing diaphragm valves and pressure regulators, and replacing steam generators, vacuum pumps, and radiators; installing, modifying, and extending nitrogen and oxygen piping system in hospitals to include testing system and equipment after completion of work; installing water supply systems in additions and extensions to existing facilities; repairing food warehouse refrigeration systems and air conditioning systems serving central computer and communications facilities. This duty occupies approximately 50

Figure 10-14. DA evaluation statement—JN5

percent of the incumbent's time. On the other hand, major duty 2, which involves planning and estimating mechanical work for sub-journeyman level workers, can be performed by individuals having a practical knowledge of the trades (such as would be acquired by an Engineering Technician, for example).

b. The primary duty or responsibility for which the position exists is to provide the journeyman trade expertise required for planning and estimating the complex projects described in major duty 1, even though this duty may occupy less than a majority of the time. Since the chief requirement for the performance of this primary duty is prior journeyman knowledge and experience, it is concluded that trades knowledge and experience is the paramount requirement for the position. This is corroborated by the fact that progression into the position is exclusively from people with journeyman trade experience.

c. This determination is consistent with the guidance on mixed positions in reference 1b, which states that a position is exempt from the General Schedule if it has, as the paramount requirement for the performance of its primary duty, knowledge and experience in the trades, crafts, or manual-labor occupations; whether the duties which require other knowledge or experience are more numerous or take up most of the working time is not material. This conclusion is also consistent with the guidance in reference 1d on grading mixed jobs, which indicates that a mixed job should be graded in keeping with the duties that involve the highest skill and qualification requirements of the job, and are a regular and recurring part of the job, even if the duties involved are not performed for a majority of the time. While this guidance pertains to a job grading rather than a pay system issue, the principle would still seem to be applicable. As a result, this position meets the criterion for being considered a production facilitating wage position.

d. To be included in the Production Facilitating Pay Plan, a position must require prior experience at the journeyman level of a recognized skilled trade or craft, and must substantially meet the key characteristics of a key level job definition in scope and level of skill. This position meets these criteria, since it requires prior experience as a journeyman in one of the mechanical trades, and essentially matches Key Level Definition 001 for a Planner and Estimator.

4. Title and Code Determination: Reference 1a states that a production facilitating job that primarily involves or requires experience in a particular trade is coded to that job family and occupation. This position does require experience in a particular trade, although that trade can be any one of the following: Plumber, Pipefitter, Air Conditioning Equipment Mechanic, Boiler Plant Equipment Mechanic. Therefore, depending on the journeyman experience of the individual selected for the job, the position will be assigned one of the following codes: 4204, 4206, 5306, or 5309.

a. Reference 1a also states that the title of a position is the basic title shown on the key level definition with which the position is matched, followed parenthetically by a specific or general trade designator. When a position primarily involves or requires experience in a particular trade, the trade designator is the title of the journeyman mechanic in that trade. As discussed above, this job requires experience in any one of four trades.

Figure 10-14. DA evaluation statement—JN5—Continued

b. Therefore, depending on the experience of the individual selected for the job, it will be titled and coded as: Planner and Estimator (Pipefitter), WD-4204, Planner and Estimator (Plumber), WD-4206, Planner and Estimator (Air Conditioning Equipment Mechanic), WD-5306, or Planner and Estimator (Boiler Plant Equipment Mechanic), WD-5309.

Figure 10-14. DA evaluation statement—JN5—Continued

Supervisory Controls

Receives general supervision from the chief of the estimating function, who assigns work and establishes objectives. Independently accomplishes assignments, consulting the supervisor on unusual problems. Performance is evaluated on the basis of results achieved and the accuracy and timeliness of estimates.

Major Duties

1. Using journeyman trades experience, develops detailed job plans, material/equipment specifications and cost/time estimates for construction, alteration, maintenance, and repair work for journeyman workers in the mechanical trades. Develops detailed job plans, material and equipment specifications, and cost/time estimates for projects involving the installation, alteration, maintenance, and repair of facility components and systems in the mechanical systems in the mechanical classification (utility, supply and disposal systems, heating, refrigeration and air conditioning equipment, air distribution systems, etc.). Plans and estimates exclusively involve journeyman level work in various trades (e.g., Plumbing, Pipefitting, Air Conditioning Equipment Mechanic, Boiler Plant Equipment Mechanic). Examples of such work include repairing, installing, and modifying components of high pressure steam distribution systems to include extending lines, installing diaphragm valves and pressure regulators, and replacing steam generators, vacuum pumps, and radiators; installing, modifying, and extending nitrogen and oxygen piping system in hospitals to include testing system and equipment after completion of work; installing water supply systems in additions and extensions to existing facilities; repairing food warehouse refrigeration systems and air conditioning systems serving central computer and communication facilities. Upon receipt of work request (DA Form 4283), visits job site, uses journeyman experience to fully identify specific work requirements, analyzes work to be accomplished in light of prior experience of incumbent, accepted trade practices, pertinent specifications, drawings, sketches, and time/cost constraints and material availability. Using journeyman experience, develops detailed, step-by-step plans for accomplishing the project and prepares sketches reflecting construction details. Develops complete lists of material and estimates material costs. Identifies equipment requirements/costs. Estimates total manhour requirements for each job phase and details labor costs by shop using engineered performance standards, historical data, and by application of knowledge acquired as a journeyman tradesman. Plans work in the most efficient job sequence to the specific trades involved. Visits job site while work is in progress and upon completion to determine whether specifications (scope, materials, equipment, and personnel) are adequate, that user requirements are being met, and that work is compatible with existing facilities. Reviews expended manhours and material cost with estimated cost, justifies deviations, and verifies cost base. 100%

Performs other duties as assigned.

Figure 10-15. JN6

DA EVALUATION STATEMENT

1. References:

- a. FPM Supplement 532-1, Subchapter S11, Dec 82.
- b. General Introduction, Background and Instructions to the Position Classification Standards, Section IV, Jan 79.
- c. OPM Key Level Definitions for Production Facilitating Jobs, June 72.
- d. FPM Supplement 512-1, Job Grading System for Trades and Labor Occupations, Part I, Sep 81.

2. Background: This job is one of several that are involved in developing plans and estimates for the construction, maintenance, alteration, and repair of installation facilities. The projects assigned to the incumbent involve work in any of several related trades (Plumber, Pipefitter, Air Conditioning Equipment Mechanic, Boiler Plant Equipment Mechanic) which fall into the mechanical classification. Similar positions have been established in the structural (carpentry, masonry, etc.) and electrical field to ensure that, for the part of any project involving journeyman level work, a planner and estimator with journeyman experience in the pertinent trade area is available to prepare the necessary plans and estimates. Projects involving more than one trade area are segmented, so that each part is handled by an appropriate specialist.

3. Pay System Determination: Reference 1a indicates that a production facilitating job is considered to be a wage position when responsible management organizes the work so that the paramount requirement of the position is trade or craft knowledge and experience, and the employee must utilize this knowledge and experience in the performance of assigned duties. Reference 1b states that the paramount requirement of a job is the most important, or chief, requirement for the performance of the primary duty or responsibility for which the position exists.

a. This job involves, on a regular and recurring basis, developing detailed work plans and estimates for journeyman level work in any of several allied trades (Plumber, Pipefitter, Air Conditioning Equipment Mechanic, Boiler Plant Equipment Mechanic, etc.). Management has identified prior experience at the journeyman level in one of the pertinent trades as the paramount requirement for successful performance, due to the complexity of projects. Without such experience, an incumbent would be unable to discern effectively and efficiently the full specific work requirements, develop step-by-step job plans, or to develop realistic estimates of the manhours/specific material and equipment/costs required. Examples of such projects include: repairing, installing, and modifying components of high pressure steam distribution systems to include extending lines, installing diaphragm valves and pressure regulators, and replacing steam generators, vacuum pumps, and radiators; installing, modifying and extending nitrogen and oxygen piping system in hospitals to including testing system and equipment after completion of work; installing water supply systems in additions and extensions to existing facilities; repairing food warehouse refrigeration systems and air conditioning systems serving central computer and communications facilities.

Figure 10-16. DA evaluation statement—JN6

b. The primary duty or responsibility for which the position exists is to provide the journeyman trade expertise required for planning and estimating the complex projects described in major duty 1. Since the chief requirement for the performance of this primary duty is prior journeyman knowledge and experience, it is concluded that trades knowledge and experience is the paramount requirement for the position. This is corroborated by the fact that progression into the position is exclusively from people with journeyman trade experience. Therefore, the position meets the criterion for being considered a production facilitating wage position.

c. To be included in the Production Facilitating Pay Plan, a position must require prior experience at the journeyman level of a recognized skilled trade or craft, and must substantially meet the key characteristics of a key level job definition in scope and level of skill. This position meets these criteria, since it requires prior experience as a journeyman in one of the mechanical trades, and essentially matches Key Level Definition 001 for a Planner and Estimator.

4. Title and Code Determination: Reference 1a states that a production facilitating job that primarily involves or requires experience in a particular trade is coded to that job family and occupation. This position does require experience in a particular trade, although that trade can be any one of the following: Plumber, Pipefitter, Air Conditioning Equipment Mechanic, Boiler Plant Equipment Mechanic. Therefore, depending on the journeyman experience of the individual selected for the job, the position will be assigned one of the following codes: 4204, 4206, 5306, or 5309.

Reference 1a also states that the title of a position is the basic title shown on the key level definition with which the position is matched, followed parenthetically by a specific or general trade designator. When a position primarily involves or requires experience in a particular trade, the trade designator is the title of the journeyman mechanic in that trade. As discussed above, this job requires experience in any one of four trades. Therefore, depending on the experience of the individual selected for the job, it will be titled and coded as: Planner and Estimator (Pipefitter), WD-4204, Planner and Estimator (Plumber), WD-4206, Planner and Estimator (Air Conditioning Equipment Mechanic), WD-5306, or Planner and Estimator (Boiler Plant Equipment Mechanic), WD-5309.

Figure 10-16. DA evaluation statement—JN6—Continued

a. Pay System Determination.

For purposes of discussing pay system coverage, we will treat these two positions together as much as possible, specifying individual differences when necessary.

(1) The documentation in JN 5 describes a position that consists of planning and estimating: a) 50 percent exclusively journeyman level work in four specified mechanical trades, and b) 50 percent subjourneyman level work in those same trades. The trades are Pipefitter, 4204; Plumber, 4206; Boiler Plant Equipment Mechanic, 5309; and Air Conditioning Equipment Mechanic, 5306.

(2) The documentation in JN 6 describes a position that consists of planning and estimating exclusively journeyman level work in those same four trades identified in JN 5.

(3) Regarding the planning and estimating of journeyman level work, the documentation in JN 5 and 6 is substantially the same. That documentation appears to describe duties of the nature and type characteristic of PFP positions. For example, each PD indicates:

"...uses journeyman experience to fully identify specific work requirements, analyzes work to be accomplished in light of prior experience...."

"...Using journeyman experience, develops detailed, step-by-step plans for accomplishing the project...."

"...Visits job site...to determine whether specifications...are adequate...."

(4) Similarly, each of the two agency evaluation statements describes a requirement for application of journeyman qualifications. For example:

"...Management has identified prior experience in one of the pertinent trades (the four trades OPM has identified above) as the paramount requirement for successful performance, due to the complexity of projects. Without such experience, an incumbent would be unable to discern effectively and efficiently the full specific work requirements, develop step-by-step job plans, or to develop realistic estimates of the manhours/specific material and equipment/costs required...."

"...The primary duty and responsibility for which the position exists is to provide the journeyman trade expertise required for planning and estimating the complex projects described in major duty 1...(i.e., planning and estimating journeyman level work in the four above-identified trades)."

"...progression into the position is exclusively from people with journeyman trade experience...."

Figure 10-17. OPM advisory opinion—JN5 and JN6

(5) As mentioned earlier, the agency documentation such as quoted above appears to describe PFPP position features. However, in our view, planning and estimating journeyman level work in each of the four trades as illustrated in JN 5 and 6 does not represent a realistic PFPP situation. We discuss this below. On the other hand, three of the trades mentioned in those enclosures are closely enough related that we can see a position that consists of planning and estimating journeyman level work in those three trades (for a substantial portion of time) as consistent with the statements in the PD and agency evaluation about application of journeyman level experience. Those three trades are Pipefitter, Plumber and Boiler Plant Equipment Mechanic. Such a position would fall in the PFPP.

(6) In contrast, the fourth trade, Air Conditioning Equipment Mechanic, is markedly different from the other three. We do not consider it realistic to project a PFPP position, filled by a journeyman Air Conditioning Equipment Mechanic, which consists primarily of applying journeyman level qualifications from that trade to the planning and estimating of journeyman level work in the other three trades. There is not enough carry over from the one trade to the other three. For example, most of the following Air Conditioning Equipment Mechanic knowledges are highly specialized to that trade, not obtained through experience as a Pipefitter, Plumber or Boiler Plant Equipment Mechanic, and bear too little relation to these other three trades. Knowledge of:

- refrigeration cycles and pressure-temperature characteristics for the kinds of systems serviced.

- a variety of compressor characteristics (e.g., gear, reciprocating, centrifugal and rotary pump).

- a variety of refrigerant controls, e.g., those with low and high pressure side floats, automatic thermostatic expansion valves, capillary or choke types, and those based on volume or quantity changes.

- thermostatic motor controls (remote and double remote), full and semi-automatic defrosting controls, relays, etc.

- various types of power sources used with various combinations of pulleys, belts, horsepower capacity and tensioners.

- interaction of the above-identified types of components sufficient to locate and identify, and repair or replace, malfunctioning components.

(7) However, we are able to project two likely combinations of those trades which would result in PFPP positions. Either of the two combinations would require rewrite of the job descriptions. Consistent with the documentation for JN 5, for each of the two following examples we accept as a "given" the fact that the planning and estimating of the subjourneyman work can be accomplished without application of prior trades or crafts experience; that is, by itself, such work falls in the General Schedule.

Figure 10-17. OPM advisory opinion—JN5 and JN6—Continued

(8) First Example of Revised Version of JN 5 and 6

The position consists of planning and estimating work in all four trades. Most importantly:

- a substantial proportion of the position consists of planning and estimating journeyman level work.

- that journeyman level work falls in three trades: Pipefitter, 4204; Plumber, 4206; Boiler Plant Equipment Mechanic, 5309.

- only persons having prior journeyman experience in one or more of the three trades have the capability to do the planning and estimating of the journeyman work in those three trades.

- the duties substantially match the key characteristics described in Key Level Job Definition (KLD) #001, which covers PFPP planner and estimator positions.

- in addition, the position involves planning and estimating subjourneyman work in the three trades specified in the preceding, and in a fourth trade, Air Conditioning Equipment Mechanic, 5306.

With these new revisions, JN 5 and 6 would fall under the PFPP.

(9) Second Example:

The position consists of planning and estimating work in all four trades. The position differs from the first example primarily in that the journeyman work planned and estimated falls exclusively in one trade: Air Conditioning Equipment Mechanic, 5306. The position has the following features:

- a substantial proportion of the position consists of planning and estimating journeyman level work.

- that journeyman level work falls in one trade only: Air Conditioning Equipment Mechanic, 5306.

- only persons having journeyman experience in the Air Conditioning Equipment Mechanic, 5306 trade, have the capability to plan and estimate the journeyman level work in that trade.

- The position involves planning and estimating subjourneyman work in the Air Conditioning Equipment Mechanic, 5306 trade, and in three other trades: Pipefitter, 4204; Plumber, 4206; and Boiler Plant Equipment Mechanic, 5309.

- the duties substantially match the key characteristics described in Key Level Job Definition (KLD) #001, which covers planner and estimator positions.

Figure 10-17. OPM advisory opinion—JN5 and JN6—Continued

With these revisions, the positions would fall under the PFPP.

(10) In summary, we don't consider the documentation for JN 5 and 6 to reflect true PFPP situations. Our view is that three of the specified trades are closely enough related for a position planning and estimating journeyman level work in only these three trades to be covered by the PFPP. The three trades are Pipefitter, 4204; Plumber, 4206; Boiler Plant Equipment Mechanic, 5309. We consider Air Conditioning Equipment Mechanic, 5306 work to be too unrelated to the other three trades for a planner and estimator position involving journeyman level work in each of those four trades to possess the PFPP characteristics which the agency has attempted to identify in JN 5 and 6. We give two examples of positions based on the positions described in those two enclosures, but having different levels and combinations of trades work. Our first example consists of a PFPP position that resembles JN 5 with an important difference: the Air Conditioning Equipment Mechanic, 5306 trade is not included among the journeyman level trades planned and estimated. Our second example resembles JN 6, but differs chiefly in two ways: 1) the journeyman level work planned and estimated includes only the Air Conditioning Equipment Mechanic, 5306 trade; and, in addition, 2) the position includes planning and estimating subjourneyman work in various trades. Our examples further specify other conditions which we understand would be present, and which, along with the trades combinations and levels we describe, would combine to cause the positions to fall in the PFPP.

b. Title, Code, and Grade

(1) First Example:

In our first projected PFPP situation, the position would plan and estimate journeyman level work in three trades: Pipefitter, Plumber, Boiler Plant Equipment Mechanic. The position would plan and estimate subjourneyman work in these three trades, and, in addition, in a fourth trade: Air Conditioning Equipment Mechanic, 5306. The position would be classified to the title and code appropriate to the background of the incumbent. (The "01" code is not appropriate, as the work planned and estimated would not be limited to one job family.)

The grade would be grade 8, the only possible grade for a nonsupervisory PFPP planner and estimator position.

The classifications would therefore be:

- Planner and Estimator (Pipefitter), WD-4204-8.
- Planner and Estimator (Plumber), WD-4206-8.
- Planner and Estimator (Boiler Plant Equipment Mechanic) WD-5309-8.

Figure 10-17. OPM advisory opinion—JN5 and JN6—Continued

(2) Second Example:

In our second projected PFPP situation, the position would plan and estimate journeyman level work in only one trade: Air Conditioning Equipment Mechanic, 5306. The position would plan and estimate subjourneyman work in all four trades (Air Conditioning Equipment Mechanic, 5306; Pipefitter, 4204; Plumber, 4206; and Boiler Plant Equipment Mechanic, 5309.) As in the first situation, the position would be classified to the title and code appropriate to the background of the incumbent, which in this case is Air Conditioning Equipment Mechanic, 5306. The code, title and grade would be:

Planner and Estimator (Air Conditioning Equipment Mechanic) WD-5306-8.

Figure 10-17. OPM advisory opinion—JN5 and JN6—Continued

Glossary

Section I Abbreviations

AMAS

Annual Training, Active Duty Training Management and Accounting Subsystem

B&G

Buildings and Grounds

BTU

British thermal unit

CAO

Central Accounting Office

CONUS

continental United States

COR

contracting officer's representative

DREPO

Designated Reserve Processing Office

DSSN

Multiple Disbursing Station Symbol Number

EP&S

Engineering Plans and Services

ERM

Engineering Resources Management

F&AO

Finance and Accounting Office

FES

Factor Evaluation System

GIN

Governmental-in-nature

JN

job number

NAF

nonappropriated fund(s)

NAFISS

Nonappropriated Fund Information Standard System

OCONUS

outside continental United States

OMAR

Operation and Maintenance, Army Reserve

OPM

Office of Personnel Management

OSHA

Occupational Safety and Health Administration

PBAC

Program Budget Advisory Committee

PCS

permanent change of station

PFPP

Production Facilitating Pay Plan

PSI

per square inch

QAE

Quality Assurance Evaluator

RPA

Reserve Pay Army

STANFINS

Standard Financial System

STARCIPS

Standard Army Civilian Pay System

STARFIARS

Standard Army Financial Inventory Accounting and Reporting System

TDA

tables of distribution and allowances

TDY

temporary duty

TOE

table(s) of organization and equipment

VI

Visual Information

VISC

Visual Information Support Center

Section II

Terms

This section contains no entries.

Section III

Special Abbreviations and Terms

There are no special terms.

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